Workplace Policies in Public Education

A review focusing on HIV/AIDS

Leickness C. Simbayi DPhil, Donald Skinner PhD,
Lebogang Letlape MSc (Ed) & Khangelani Zuma PhD

Report prepared for the
Education Labour Relations Council

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Report prepared by a research consortium
comprising the Human Sciences Research Council
and the Medical Research Council of South Africa

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Contents

List of tables and figures

List of tables

List of figures

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Leickness Chisamu Simbayi, MSc, DPhil
Lead Investigator

Donald Skinner, MA, PhD
Project Manager

Contributors

The list of authors is presented alphabetically by last name. The order does not denote extent of contribution, but is merely for ease of identification of contributors.

Lebogang Letlape, MSc (Ed)
Chief Researcher, Human Sciences Research Council
Social Aspects of HIV/AIDS and Health
Pretoria (South Africa)

Leickness Chisamu Simbayi, DPhil
Research Director, Human Sciences Research Council
Social Aspects of HIV/AIDS and Health
Cape Town (South Africa)

Donald Skinner, PhD
Chief Research Specialist, Human Sciences Research Council
Social Aspects of HIV/AIDS and Health
Cape Town (South Africa)

Khangelani Zuma, PhD
Chief Research Specialist, Human Sciences Research Council
Social Aspects of HIV/AIDS and Health
Pretoria (South Africa)

Executive summary

This report forms part of a series in a multi-study project on *Factors Determining Educator Supply and Demand in South African Public Schools* that was commissioned by the Education Labour Relations Council (ELRC) of South Africa and conducted by the Human Sciences Research Council (HSRC). It focuses on the review of HIV/AIDS and workplace policies that have been developed by the Department of Education (DoE) and their implementation in the public school system in South Africa as well as HIV/AIDS policies developed by two of the four unions in the ELRC, namely, the South African Democratic Teachers' Union (Sadtu) and the National Professional Teachers' Organisation of South Africa (Naptosa). Moreover, the DoE as an employer has also developed other workplace policies some of which predate the issue of HIV/AIDS. These various policies have been implemented throughout the country over the past few years.

The HIV/AIDS and workplace policies concerned were mostly developed during the past decade in response to the challenge posed to the educational system by the HIV/AIDS epidemic that is currently devastating the country and also as a result of the human rights culture that has existed in South Africa since the 1994 democratic elections. Consequently, some intervention programmes were developed and implemented especially to control and reduce the spread of the disease among educators and learners alike and mitigate the impact among educators and learners who are living with HIV/AIDS and/or those who are affected by HIV/AIDS, as well as to extend internationally accepted labour practices to all educators in the country.

Within the DoE the development and implementation of policy has always been a contentious issue. Among some of the most challenging issues has been the difficulty of developing and implementing policy, while trying at the same time to transform the whole education system under conditions of financial austerity. This tension also applies to the development and implementation of HIV/AIDS policies and other workplace policies and their implementation in educational institutions on the ground. These policies impact directly on their intended beneficiaries, who are educators and learners in the public school system. In order to assist the ELRC to evaluate the impact of the DoE's workplace policies on the supply and demand of (public school) educators, the present study reviewed both the DoE's and unions' HIV policies as well as other workplace policies and their implementation among educators in educational institutions throughout South Africa.

Objectives of the study

The study had the following three main objectives:

a) To critically examine the DoE policy on HIV/AIDS and the systems developed for its implementation;
b) To look at the impact of HIV/AIDS on existing policies to assess whether these policies require further development;
c) To determine the impact on educators of the DoE's HIV/AIDS policies and other workplace policies.

Methodology

Overall a monitoring and evaluation (M&E) conceptual framework was adopted for this study. A triangulation of research methodologies was therefore used for the analysis, encompassing both qualitative and quantitative research methods. Firstly, several DoE workplace policies including HIV/AIDS were identified, with the help of the Technical Task Team (TTT) members, representing all stakeholders in the ELRC, and a workshop with HIV/AIDS and education research experts. In addition, HIV/AIDS policies of both Sadtu and Naptosa were included in the list of policies identified for analysis. Secondly, the set of policies to be reviewed was distributed to a set of experts in the field. Each wrote a brief critique of the policies. These critiques were then analysed and combined into a single report. The emphasis for this methodology was on drawing on their wisdom and knowledge to provide an in-depth understanding, critique and recommendations. Thirdly, two workshops were held with senior managers from the DoE to discuss the implementation and monitoring and evaluation of the DoE's workplace policies. An initial workshop was held from which a report was drawn up. This report became the basis for a second workshop allowing for a deeper level of discussion. Fourthly, and finally, a questionnaire-based cross-sectional survey was conducted among 24 200 state-paid educators in 1 766 public schools throughout the country who were interviewed by 436 field workers who were mostly trained nurses registered with the South African Nursing Council (SANC).

Results

Evaluation of policies and implementation

The overall review of the policies can be understood in terms of the following categories:

Successes of policy
It is important to recognise successes and in this light the transformation in the education sector needs to be noted. This involved the introduction of a vast array of new policy, the integration of the previously dispersed separate education departments, the setting of new syllabi, and beginning the process of equalising resources and ending entrenched privilege. While there has only been partial implementation, the basis is there for more systematic work in the future and some policy objectives, such as the establishing of school governing bodies (SGBs) have been achieved in virtually all schools.

Review of policy by experts
The policies were generally positively reviewed for their attempts to promote equality in the education sector, their focus on human rights, the transformation agenda that they establish, and the basis that they lay for an effective education system. The major critique of the policies centred around the difficulty in implementation. Many of the policies make extravagant promises, based on a vision of an ideal system, but these cannot be realised, especially given the current constraints on resources. In relation to HIV/AIDS, concern was expressed about a lack of theory of behaviour change in the National HIV/AIDS Policy, inadequate coverage of treatment issues, and the lack of coverage for educators who are affected by HIV/AIDS.

Connection between policy and practice

Implementation of policy has been the major problem. The focus of the DoE until 2002 was on integrating and transforming the sector and maintaining system functionality. Problems in implementation seem to arise out of disjuncture between the national office and the provincial and district offices of the DoE, a lack of resources, inadequate planning for implementation and preparation on the ground for the introduction of policy, a lack of awareness of the technical problems in the context of the implementation of policy, and some resistance from educators and officials to the policy. Generally the relationship between policy and practice needs to be better understood.

Monitoring and evaluation

The current structures for M&E appear to be largely disorganised within the DoE. There is a considerable amount of data that is collected and many of the policies include a M&E plan. However, these M&E structures have not been adequately implemented and there are considerable problems with using the data from multiple sources. Efforts have been made to address these problems, but a full review of the M&E system is required and suggestion for improvement made to make sure that it can begin to operate effectively. This system is essential to ensure effective implementation of policy and to ensure rapid feedback that would allow for the ongoing development of these policies.

Impact of policy on educators

The response rate in the survey and the main findings were as follows:

Response rate

In the 1 714 schools that were actually visited, principals reported that there were a total of 23 754 educators registered. If the total number of reportedly registered educators is taken as the denominator for calculating response rates, then 88% of educators agreed to be interviewed. However, if only those educators who were present on the day of the visit to the school by the fieldwork team are taken as the denominator, then 97% agreed to be interviewed. Therefore, an excellent response rate was achieved and this makes the results highly reliable.

Survey data

The following main findings were obtained:

- Most educators were aware of the DoE's HIV/AIDS policy but not their union's policies. They were however equally keen to find out about both types of policies. Among those who had read/studied the DoE's HIV/AIDS policy, they had found it very useful but felt that it did not address the issue of stigma adequately.
- Half of the schools had an HIV/AIDS implementation plan but fewer had an institutional AIDS committee.
- Most educators were aware of some workplace policies or directives such as giving sick leave to educators who were ill and prohibition of sexual relationships between educators and learners. However, only a minority of educators were aware of other policies or practices, such as taking care of educators with a drinking problem and the replacement of absent teachers. This was true mostly for white educators and those from some major urban provinces such as the Western Cape and Gauteng.
- Half of the educators had previously taught their learners about HIV/AIDS, especially those who had attended HIV/AIDS training and workshops and had also read

the DoE's HIV/AIDS policy. This was the case especially for educators who were senior, white and coloured, and those from some major urban provinces such as the Western Cape and Gauteng.

• Most of the educators were willing to teach their learners about human sexuality and safe sex practices. However, white educators were not so keen to teach learners about the use of condoms.

• Most educators had attended professional training programmes in the past two years. Most also felt that more HIV/AIDS education directed at educators would be useful, except for white educators who did not feel as strongly about the issue.

• Most educators, especially white and coloured educators as well as those from some major urban provinces such as the Western Cape and Gauteng, indicated that their schools had access to social work services.

• There were different sources of support of educators from various stakeholders with the school governing body (SGB) and unions being stronger supporters in their role as educators while the DoE, the unions, and faith-based organisations (FBOs) were stronger supporters in their role in HIV/AIDS education.

• Educators identified some specific needs from the DoE such as more programmes/ workshops/manuals for themselves and free antiretroviral (ARV) treatment, as well as financial support from the DoE regarding their various roles.

• Finally, the educators were found to be relatively highly literate about ARVs.

Recommendations

The following recommendations are made on the basis of the above findings:

1. There are a number of successes in the policy arena. These need to be made known, as the policies in education are coming under high levels of criticism.

2. The use of policies to spell out a vision for education, without the immediate plan of implementation, creates confusion on the ground. This distinction and the role of the vision need to be spelt out, and specific plans developed for implementation including the additional resources required.

3. The most important focus for the coming period has to be on the implementation of policies. A greater consideration of the links between policy and practice is also required. To achieve this adequate implementation plans are needed, including action agendas and timelines and the context – educators in particular have to be prepared in advance. A more gradual approach to the implementation of policy is required, with focus falling on a small number of policies at a time to allow for adequate implementation.

4. The lack of resources to respond to the ambitious policies is the single biggest critique of policy development in the DoE. A more accurate assessment of resources needs to be developed and the implementation of policies planned to coincide with this. This needs to be a public document, as a response to the confusion generated by the policies at present.

5. The communication, co-operation, trust and support between the national, provincial and district offices need to be strengthened. One of the major breakdowns in implementation appears to be between those who develop the policy and those who implement it.

6. There is inadequate consideration of the impact of HIV/AIDS on educators, especially in schools that are likely to be more affected. Many respondents felt

that there was generally a lack of awareness of the real context on the ground where the policy is being implemented. Likewise the impact of policy on educators needs to be considered. The identity of educators is challenged in the policy as their role and functioning are changed, their professional status is questioned and additional regulations are placed on their role. The policies have also meant extra administrative work and the mass of policies arriving over a short period of time has created exasperation and confusion. These factors need to be addressed or the policies themselves could contribute to attrition.

7. In many of the policies, suggestions are made of linking to other government departments and services. These links need to be established and guided from a national level. Too many assumptions are currently made about schools and districts being able to use these links.

8. The DoE's HIV/AIDS policy needs to look in more depth at theories of behaviour change, as the current policy recommends principally information sharing, which is inadequate for encouraging behaviour change. Social and contextual factors affecting behaviour should also be considered. Issues like child abuse and gender violence also need to be covered in policy and constitute a significant gap. Issues such as treatment approaches and the role of ARVs get insufficient coverage and also require attention in the content of the report.

9. A more concerted and directed approach to M&E is required, with emphasis being placed on addressing the confusion that is currently found around information gathering and the implementation of M&E strategies in the policies. Efforts are already underway in this regard. A full evaluation of the M&E system is also required to assess if it is capable of its prescribed role.

10. All policies should be evaluated during the early period of implementation, both to assess effectiveness and to allow for any modifications that may be required. Each policy should have its own protocol covering the information that is required and how it will be analysed. Data sources can however be shared, as much of the data should be attainable from the annual surveys.

11. Efforts need to be made to reduce the fears of evaluation and increase under-standing and support for the process. All potential respondents, from the DoE national office to the educators themselves, reported bad experiences arising from evaluations. To be able to co-operate in the task of evaluation requires that there is trust in the system.

12. There is a need to extend the advocacy about the DoE's policies to reach out to all educators. Even more importantly, the South African Council of Educators (SACE) and the educators' unions must also develop advocacy campaigns to inform their members about their HIV/AIDS policies.

13. The Department of Health's HIV/AIDS policy needs to be revised to address other pertinent issues such as counselling and stigma. The issue of counselling is of growing importance as the number of orphaned and vulnerable children (OVC) increases throughout the country. Educators need to be well prepared in order not only to counsel the children who are affected by HIV/AIDS, but also members of their communities. Stigma presents a major hurdle in the fight against HIV/AIDS and must therefore be removed from both the communities and the educational institutions themselves.

14. While educators in the urban sectors have been able to attend workshops, it will be important to encourage junior educators from mostly rural provinces, to attend HIV/AIDS training and workshops.

15. Although attendance of HIV/AIDS training and workshops as well as professional training development programmes is relatively high, there is a need for especially white educators to be persuaded, perhaps from a cultural point of view, to be more willing to teach their learners about use of condoms and also for them to use condoms. It is essential that this be done so that the learners in particular control and reduce the spread of HIV infection when they have sexual intercourse. As a matter of fact, the white educators themselves will need to be protected against HIV infections if the low prevalence found in the main study (Shisana et al. 2005) is to remain below 1%.

16. It is important that the DoE and the parents of the learners provide more support to the educators in their role as educators if they are to be encouraged to remain in the profession. Similarly, the SGBs and the parents of learners must also provide some support to the educators in their role of HIV/AIDS education.

17. The DoE must provide the following to educators to ensure that their needs are catered for and hopefully reduce attrition:
    – More programmes/workshops/manuals with regard to preventing new HIV infections amongst educators and learners;
    – Treatment, medication, including ARV medication and financial support for the care of ill educators and learners.

18. There is a need for more ARV literacy for educators, given the issue's newness and complexity. In addition, as there are schools throughout the country, educators could be useful for helping with an advocacy campaign about the use of ARVs to treat HIV/AIDS. This coupled with other community issues could see the idea of schools as a multi-purpose delivery centre come to fruition, something that the Department of Social Development (DoSD) has been piloting at some community centres in one province over the past two years.

19. The DoE needs to begin working with educators to correct the negative impression that many hold of the DoE and their anger at the nature of some of the policies being introduced. If the above recommendations, especially the methods of implementation of policy and of preparing the ground for implementation, are followed this should go a long way to solving many of the problems associated with policies. Educators themselves need to be drawn into this advocacy.

20. Care has to be taken that the overload of new policies and the additional workload that comes with these policies do not alienate the educators. Some were complaining of overload, a situation noted also by the experts and the workshops with the DoE, and that this contributed to them considering leaving.

Abbreviations

ABC	Abstain, be faithful and condomise
AIDS	Acquired Immune Deficiency Syndrome
ART	Antiretroviral treatment
ARV	Antiretroviral
ATEE	Assessment Technology and Education Evaluation
CEM	Council of Education Ministers
CHE	Council for Higher Education
CI	Confidence interval
DoE	Department of Education
DoH	Department of Health
DoL	Department of Labour
DoSD	Department of Social Development
EAP	Employee Assisted Programmes
EEPR	Employment and Economic Policy Research
ELRC	Education Labour Relations Council
EMIS	Education Management Information System
FBO	Faith-based organisation
GEAR	Growth, Employment and Redistribution
HAC	Health Advisory Committee
HEDCOM	Head of Education Departments Committee
HIV	Human immunodeficiency virus
HR	Human Resources
HRD	Human Resources Development
HSRC	Human Sciences Research Council
ILO	International Labour Organization
INSET	In-service education and training
IQMS	Integrated quality management systems
M&E	Monitoring and evaluation
MRC	Medical Research Council
Naptosa	The National Professional Teachers' Organisation of South Africa
Natu	National Teachers' Unions of South Africa
NBI	National Business Initiative
NGO	Non-governmental organisation
NQF	National Qualifications Framework
NSFAS	National Students Financial Aid Scheme
OBE	Outcomes-based education
OHS	October household survey

OVC	Orphaned and vulnerable children
PERSAL	Personnel Salary System
PLWHA	People living with HIV/AIDS
PPN	Post provisioning norms
PRESET	Pre-service Education and Training
RDP	Reconstruction and Development Programme
SACE	South African Council of Educators
Sadtu	South African Democratic Teachers' Union
SAHA	Social Aspects of HIV/AIDS and Health
SAMM	Surveys, Analyses, Modelling & Mapping
SANC	South African Nursing Council
SAS	Statistical Analysis System
SAOU	Suid Afrikaanse Onderwysers' Unie
SAQA	South African Qualifications Authority
SASA	South African Schools Act
SE	Systematic Evaluation
SETA	Sector Education and Training Authority
SGB	School Governing Body
SPSS	Statistical Package for Social Sciences
SRN	School Register of Needs
TAC	Treatment Action Campaign
TB	Tuberculosis
ToR	Terms of reference
TTT	Technical Task Team
UMALUSI	The Council for Quality Assurance in General and Further Education and Training
WSE	Whole School Evaluation

Section one: Introduction

- Background to the study

- Literature review

- Aims and objectives of the study
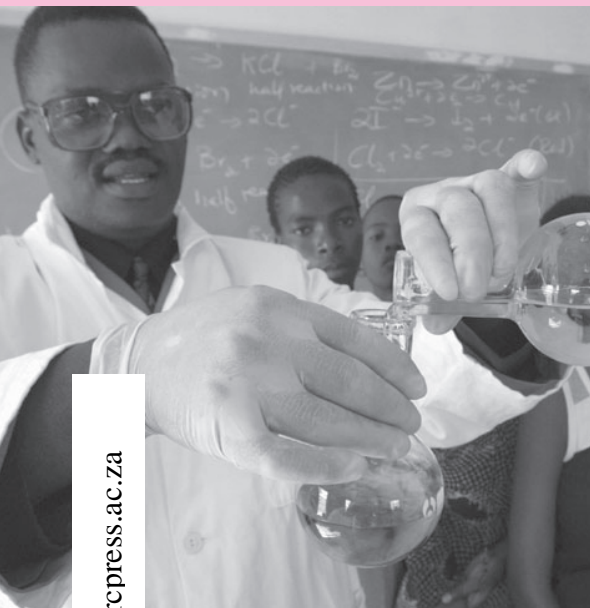
1. Introduction

1.1   Background to the study

In large institutions policy is designed to govern practice, particularly in sensitive or important areas. In the context of the Department of Education (DoE), with a huge task of administration of about 27 000 schools in nine provinces, it is essential to have adequate policies to maintain and develop the service. The national office of the DoE has been developing a wide range of policy initiatives to create a single education department and to move the system into a democratic context. These policies have been implemented to varying degrees over the past ten years, but there are still large gaps in implementation. Policy development and implementation requires consideration of considerable technical detail. As policies have to cover all possible contexts and developments, even well-intentioned policies may have negative consequences.

HIV/AIDS poses one of the major challenges to the aims of the Education for All initiative in sub-Saharan Africa (ILO 2004). Existing problems such as inadequately trained teachers, lack of infrastructure, and high dropout rates are longstanding problems now compounded by teacher shortfalls due to sickness, absenteeism and early death. The epidemic undermines human capital and puts pressure on the revenue available to finance development, while generating increased demands on the public sector. The education sector is particularly hard hit by HIV/AIDS because both the demand for and supply of education are affected. Not only do children drop out of school because of HIV/AIDS, but educators, school managers and educational policy-makers are themselves dying of AIDS-related illnesses. In school, learners with HIV/AIDS present additional challenges in the classroom, as their illness may limit their ability to keep up with the rest of the class. In addition, if their status is known stigma is also likely to be a problem.

The HSRC was commissioned by the ELRC to undertake a broad evaluation of the potential attrition of educators and the factors influencing this. Ensuring adequate supply of educators is of core concern to the planning process for the education system, so factors affecting educator attrition, including the impact of HIV/AIDS, require detailed study. A component examining workplace policy was incorporated into the study to ensure that the policy provisions in the education sector are adequate to cover the sector into the future. All policies that could impact on attrition, including HIV, require critical examination. The review also had to ensure that policy around HIV/AIDS was sufficient to cover the protection of educators and students, at least while on the school property, and provide resources for them when they are out of school. Within such a broader study of policy, this report specifically examines systems and programmes developed to implement these policies, and the M&E systems used to assess them.

The South African Department of Labour (DoL) requires that each workplace develop a policy to deal with HIV/AIDS. Regulation No. 390 of 2000 (Code of Good Practice on Key Aspects of HIV/AIDS) of the Employment Equity Act 55 of 1998 states: 'Every workplace should develop a specific HIV/AIDS policy in order to ensure that employees affected by HIV/AIDS are not unfairly discriminated against in employment policies and practices.' This applies to the education sector employer. This policy is expected to include:

- The organisation's position on HIV/AIDS;
- An outline of the HIV/AIDS programme;
- Details on employment policies (for example, HIV testing, employee benefits and performance management);

- Express standards of behaviour expected of employers and employees;
- Stated means of communication within the organisation on HIV/AIDS issues;
- Details of employee assistance available to persons affected by HIV/AIDS;
- Details of implementation responsibilities;
- M&E mechanisms.[1]

The International Labour Organization (ILO) has subsequently taken this further and developed a Code of Practice that establishes fundamental principles at all levels, and practical guidance for workplace programmes (ILO 2002). The ten key principles are as follows:

- Recognition of HIV/AIDS as a workplace issue;
- Non-discrimination of workers on the basis of their real or perceived HIV status;
- Recognition of the gender dimension of HIV/AIDS;
- Healthy and safe working environment;
- Social dialogue – the successful implementation of an HIV/AIDS policy and programme requires co-operation and trust between employers, workers and their representatives and government;
- HIV/AIDS screening should not be required of job applicants or persons in employment;
- The right to confidentiality – there is no justification for asking job applicants or workers to disclose HIV-related personal information, nor should co-workers be obliged to reveal such personal information about fellow workers;
- Dismissal – HIV infection is not a cause for termination of employment. As with many other conditions, persons with HIV-related illness should be encouraged to work for as long as medically fit in available, appropriate work;
- Prevention of HIV infections;
- Solidarity, care and support should guide the response to HIV/AIDS in the world of work.

Policies developed by the national DoE have to consider the above provisions, in addition to considerations of equality, racism and gender equality, as well as maintain system functionality. The entire education system has been undergoing transformation for at least the last ten years and is still in flux. In addition, there is a scarcity of resources. This is a real and difficult context for formulating and implementing policy.

Implementation requires both that the plans exist for these policies to be put into practice and have their objectives realised, and that the resources are available to achieve these aims. If implementation plans and resources are not in place, then the contribution of a good policy is nullified. Implementation plans in this context will refer to methods of getting the information to educators and administrators in schools and provincial offices, and any structures that have to be established to back up these policies, as well as any materials (such as equipment or forms), that have to be developed and delivered to the schools. In addition the links of these policies to other policy processes and structures have to be checked – for example, links to the disciplinary system, remuneration and negotiation structures, employment and educator replacement systems. Work is needed to prepare attitudes and ideas about the work to be done prior to the implementation of policy. The links between policies have to be examined, as most policies interact, with

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1 See http://www.labour.gov.za/docs/legislation/eea/reg0390.html.

some being the implementation arms of others. Some policies require provision of key additional resources for implementation.

Errors in implementation, or unforeseen problems in a policy, need to be identified as rapidly as possible, as these can undermine an otherwise effective policy. An effective M&E system is needed to be able to isolate problems and recommend corrective action. M&E systems draw out information on the operations of policies, for the purpose of assessing how well they are working. Such an M&E system needs to include descriptions of how implementation is taking place, indicators of change, process evaluations, as well as directed studies to ascertain the impact of the policy. M&E should allow for an ongoing assessment to be made of how each policy is being implemented, what gaps exist regarding resources, information or any other requirement, and it should offer direct feedback to those drawing up and implementing policy and direction in order to correct the problems identified. Many policies intersect, interpret each other or take forward implementation for other policies. These interlocking processes need to be noted in the M&E. All policies should include their own M&E component. Additionally a holistic view of the policy effects and impacts needs to be noted. This can be gained via a broader analysis of the available data.

The full list of policies initially selected for review in this report is given in Table 1.1. The last two entries are trade union policies, which were examined using the same methods, but analysed separately.

Table 1.1: List of policies for evaluation

1. National Education Policy Act 27 of 1996

2. South African Schools Act 84 of 1996

3. National Policy on HIV/AIDS for Learners and Educators in Public Schools and Students and Educators in Further Education and Training Institutions

4. Education White Paper 6: Special Needs Education or Inclusive Education

5. Employment of Educators Act 76 of 1998

6. Terms and Conditions of Employment of Educators

7. Personnel Administrative Measures at Schools

8. Regulations for Safety Measures at Schools

9. Norms and Standards for Educators

10. Signposts for Safe Schools

11. Workplace policy for HIV/AIDS

12. Sadtu HIV/AIDS Policy

13. Naptosa HIV/AIDS Policy

A number of policy documents relating to the training of educators and the role of Sector Education and Training Authorities (SETAs) and the South African Qualifications Authority (SAQA) are not included in this analysis. These have been well studied and written about extensively (Hindle 2004; Lewin, Samuel & Sayed 2004a).

1.2   Literature review

1.2.1   Introduction

It is often stated in reviews of policy in South Africa, especially in relation to the education sector, that the policies themselves are wonderful and are intended to provide an excellent, equitable educational service. However, there are problems with the implementation and provision of resources, and the DoE has been heavily criticised in this regard (Jansen 2004a; Sayed & Jansen 2001). While this is a useful general statement and provides the focus for efforts in the immediate future, it belies some of the complexities within the context and the processes underway. Motala (2001) is critical of many of the current critiques of policy, noting that they do not take structural constraints into account, are restricted to observable and quantifiable measures and do not address process, do not recognise conflicts within the system around policy, and are too narrow in their identification of solutions. To develop a better understanding of the current context requires an understanding of policy and the situation that South Africa has found itself in over the last decade. The area of policy review is becoming increasingly essential with a number of references appearing recently and many people working actively in the area (see, for example, Lewin, Samuel & Sayed 2004a). This review will focus more on the context in South Africa and on the processes for the effective implementation of policy.

Policies serve different purposes and are constructed for different reasons. There are distinct linkages between the policies listed in Table 1.2, particularly as some are more detailed strategic plans for the implementation of a higher level policy initiative. For the purposes of this review all the categories of document listed in Table 1.2 will be termed 'policy'. To provide order and facilitate an understanding of the processes involved, the 'policies' will be divided into a number of categories in terms of their role, status and the nature of their linkage to other policies (Parker 2004).

Table 1.2: Levels and types of policy documents

Types of policy	Policies in this category
Acts are designed to guide and facilitate the running of the education system and establish the policy framework for the DoE. These can be divided further into those that take a more visionary and idealistic approach, setting targets for the future, and others that take a more practical approach and implement processes to attain these goals. Within these policies will be immediate-term objectives to sustain and maintain the system, and longer-term strategies directed particularly at achieving parity across all schools in South Africa.	National Education Policy Act; The South African Schools Act; The National Policy on HIV/AIDS; Education White Paper 6: Special Needs Education or Inclusive Education; The Employment of Educators Act

Types of policy	Policies in this category
Regulations set precise methods for how certain tasks should be done, what minimum standards are required in terms of education and safety in the schools, and to guide the immediate maintenance of the schools.	Terms and Conditions of Employment of Educators; Personnel Administrative Measures at Schools; Regulations for Safety Measures
The **norms and standards** for educators are defined in their policy that provides direct guidance as to what is expected of educators in their roles.	The Norms and Standards for Educators
Programmatic guidelines provide direct guidelines and resources to ensure that educators and schools are able to fulfil their roles.	Signposts for Safe Schools; Workplace Policy for HIV/AIDS
Trade union policies provide guidelines for operational structures for the unions, but also outline the visions of the unions regarding the best methods of dealing with the epidemic.	Naptosa HIV/AIDS Policy; Sadtu HIV/AIDS Policy

Thus, we have a chain of intersecting policy documents. The National Education Policy Act provides a vision for the future of education in South Africa, with the South African Schools Act (SASA) being its primary implementing policy arm. The Norms and Standards and National Policy on HIV/AIDS are again implementing policy arms of the higher level Acts. Some of the policy regulations and programme guidelines are then the final policies that guide implementation processes at school level.

Another important distinction relates to those symbolic policies that attempt to set out a vision for the future and outline an idealistic view of the education system. Policies included in this category are SASA and the Norms and Standards for Educators. Then there are the procedural policies, which show who is responsible for what and how these responsibilities should be carried out. Included here are the National Education Policy Act, Employment of Educators Act, Terms and Conditions of Employment of Educators and the Personnel Administrative Measures at Schools. Finally, there are those policies that attempt to provide a regulative function to deal with the problems faced by schools, such as the National Policy on HIV/AIDS, the Regulations for Safety Measures in Schools and the Signposts for Safe Schools (De Clercq 1997; Parker 2004).

Of concern here is that some policies may be more directed at satisfying priorities other than the development of the education sector. These may be adopted for political correctness or as part of a broader vision and to address other problems facing the government, such as a need to be seen to provide services or to provide relief to other sectors of the public service, or for ideological, religious or personal reasons (Cheng & Cheung 1995).

1.2.2 Components of the education sector

The interaction of the core components of the education sector is important. There is an attempt by the DoE to integrate all the different levels so that the department is seen as a single unit. However there are variations, with core policy being developed at the national level, and the provincial and district offices interpreting and implementing these policies. The more local offices also develop policy, but within the framework of the national policies.

The DoE constitutes the core component of the education sector, incorporating into a single structure the national, provincial and district offices, then extending to incorporate all public schools. There are four educator unions active in South Africa: the South African Democratic Teachers' Union (Sadtu), the National Professional Teachers Organisation of South Africa (Naptosa), the National Teachers' Union (Natu), and the Suid Afrikanse Onderwysers' Unie (SAOU). These unions are primarily directed at representing the educators in negotiations with the DoE and in making sure that the needs of their members are respected. They also provide some additional resources and services to their members. The South African Council of Educators (SACE) is the professional body of educators and ensures that professional standards are maintained, takes up the professional interests of educators, and ensures registration practices are maintained. The final key body is the Education Labour Relations Council (ELRC), which constitutes a forum for negotiation between the DoE and the unions, and for policing the roles of educators.

Greater co-operation between these sectors could facilitate considerably attaining the objectives set by the sector. For example, unions often have a better communication system with their members than the DoE does, which may facilitate them being able to inform educators about policy changes more efficiently. In those areas where the DoE and the unions have both the responsibility and the will to work together, they have been able to make good progress on issues such as workloads, norms, standards and criteria, and other factors associated with the training of educators:

> The DoE and the unions are able to co-operate on these 'professional development' issues while engaging in fierce contestation over remuneration and rationalisation. (Parker 2004: 41)

Chow (2000) advocates a participatory decision-making approach within the school to encourage participation and support for new policy implementation. This should incorporate all elements of schools, including the staff – comprising all educators, the principal and support staff – and the parents, especially those represented in the SGB. These management systems have to be in place and equipped to support policy implementation. Care must be taken that principals especially have the capacity to operate sufficiently effectively as managers to streamline the implementation of new policy.

Establishing forums and processes for this consultation is not a simple issue – merely establishing a common language and rhetoric can already create difficulties (Hall 1995). A method of incorporating all the parties needs to be found that addresses language, perceptions of their role as a stakeholder and the role of policy, perceptions of what the

real context is in South Africa and in schools in particular, and the huge changes that are taking place currently, especially in the area of policy in education (Hall 1995).

1.2.3   Historical account of policy development by the Department of Education

This report reviews policies that have been developed since 1994, when the DoE began restructuring, in the light of democracy. Prior to this there had been an extended period when policy was in disarray, with the old apartheid regime not doing much beyond ongoing maintenance, and leaving an inefficient and discriminatory system in place (Parker 2004). From 1994 to 2000, the focus of the DoE was mainly on integration and providing basic systemic functionality. This was necessary in the post-apartheid era, to move the system beyond the disparity inherent in the system and the extensive problems in the old structures of education. From 1994 to 1996 new policies began to emerge, particularly the National Education Policy Act and SASA, together with important bodies such as SAQA and the National Qualifications Framework (NQF). During this time the DoE took on its current framework with nine provincial departments, new state bodies were formed to guide the sector and new structures for governing schools were devised. This was a huge task given the dysfunctionality and fragmentation of the education system under apartheid. This together with the Reconstruction and Development Programme (RDP) drove policy work in education during that period. In 1997 the Growth, Employment and Redistribution (GEAR) strategy was introduced and tighter financial controls resulted in limiting in the process of equalisation of resources and, in some cases, an exacerbation of the situation for the poor. The implementation of policy was slowed down and adjustments were made. It was also a period of consolidation and maintaining a system under tighter socio-economic conditions. In 2000 implementation began to move forward more smoothly with more of the newly created bodies coming into full stream and the development of the regulations to accompany policy documents (Parker 2004).

In this time the DoE had taken on a new identity. Its structure changed, integrating 11 education departments into a single structure and establishing a new political and ideological position. Part of the change of identity of the DoE was a change in the leadership of the structure with the appointment of 'black' bureaucrats to key positions (Gallie 2004).

As with all government structures over the last decade, the DoE has had to deal with multiple changes in fiscal policy, political movements and social dynamics. One particular tension identified by Sayed concerns the relevant focuses of the state over the period since 1994:

> The process of policy development since 1994 is inspiring in its scope, depth and focus. Yet, all the policy texts and acts reflect a key tension in policy development. The tension is between the imperative for strong central regulation and control – given the disparities of the past – and the simultaneous commitment to extending participation and democratic control in education policy development. (2001a: 190)

Given this context it is important to note that a policy development formulated in the midst of the optimism of the RDP, but needing to be implemented and resourced in the GEAR era, is likely to fall short on resources. The DoE, like other government departments, has to fall into line with the overall national strategy. GEAR policy

constituted a monetarist approach towards the limiting of money supply by cutting back on the provision of social resources by the state and restricting spending to within budget guidelines. This created immediate difficulties in introducing change, particularly in ending disparities between schools that had previously operated under different racially-based systems. The introduction of visionary policies – especially where promises were made – has to be done with care. Expectations were easily generated and some of the policies may have been seen as promises not kept by educators and communities. Lewin et al. (2004b) make the point that policy development often takes place on the basis of what ought to be true, rather than what is true. This creates a fundamental contradiction that is difficult to deal with.

1.2.4 Process of policy development

A structured developmental process for policy needs to be developed, which should involve recognition of the aims of the policy, and the context and resources available, especially variations across the country. A clear and resourced implementation plan is required with explicit short- and medium-term objectives, as well as the long-term aims. Tasks and responsibilities need to be assigned. This must be backed up by a two-stage evaluation. The first stage needs to assess if the implementation is taking place and how this is progressing. There also needs to be an analysis of the effect of the policy in the short, medium and long term. Part of this should include process and cost-effectiveness evaluations.

Within the framework of policy there is a necessary debate about the benefits of top-down versus bottom-up approaches to policy development. The relative advantages of each approach need to be acknowledged. The bottom-up process tends to keep more people involved and increases commitment to the policy, but is more costly and time consuming. The top-down approach, used most often, is criticised as being unresponsive and often unaware of the real situation on the ground, not reflexive to particular contexts, and marginalised groups are ignored (Lewin et al. 2004b). Oakes, Welner, Yonezawa and Allen (2000) also argue that at a local level educators may not be able to see the changes required at a systemic level (for example, how to address equity issues). Fundamental challenges to the status quo structures often need a more global perspective. It may at times be important to have a consultation process around these more global policies so as to maintain the buy-in of all stakeholders.

De Clercq (1997) identifies two major groupings in policy development: namely, the politicians who set the agenda for the policy and especially for change in the system; and the structural bureaucrats who transform this into working policy with matching roles and regulations. The weight in the thinking and development of policy will vary between them, depending on the nature and political importance of the policy. This may also illustrate some of the differences between the more visionary policies setting an ideal for the future and the practical policies that guide the day-to-day and systemic functioning of the DoE. An additional grouping that should be incorporated here is the educators themselves, both individually and via their unions and/or professional associations. An immediate implication of these separations in policy development is that it is the DoE and not politicians who implement the policy and this implementation happens throughout all the national and district offices and schools. At times the introduction of policy is a conflictual process, with stakeholders having to deal with resistance as part of the process of policy change. Some of this resistance will be based on ideological differences

which will require negotiation or other processes to encourage implementation. Policy implementation also has to deal with entropy, in which there is resistance to change due to the additional effort required for the new system and to change methods of operation.

A policy perceived as political and that is not supported by even a section of the bureaucratic structures in the DoE may never reach implementation, or may appear via an interpretation to make it acceptable to local officials. Jansen (2001) adopts a more critical perspective, arguing that some policies end up being symbolic only, with no real intention or need for implementation. This he bases on the lack of allocation of resources, the real difficulty in addressing the massive discrepancies established under the apartheid regime, and problems in translating visionary policy into the direct experience of schools, which requires a transformation across the entire department including the mindset and operations of the educators themselves.

One element of concern is the restriction on debate around ideas. Once a policy is formulated, there is a need for political debate, particularly around the intention of the policy. Gallie noted that:

> The South African context is such that, often after a policy has been promulgated, the perception is created that no mistakes exist within the policy developed by the Department of Education or other similar structures such as the Education Labour Relations Council. The focus should not be to defend elements or components of a policy from which new ideas have emerged. This should be regarded as a natural process in policy making, rather than to place the concern on 'defending' the sometimes 'indefensible' ideas. Instead, rather place the focus on the need to develop the capacity to detect, correct and forestall possible mistakes, adjustment or deletions. No policy will be conceptually immune against framework errors, and therefore developing skills to examine policy products will be a useful capacity to be invested in, at all levels of the policy process. (2004: 19)

Lugg (2002) has been critical of those managing the policy-making process, questioning whether they have the level of understanding necessary to work with policy aimed at fundamental change, and raising concerns about who they represent in tackling these questions. Muller (2000) argues that many of the bureaucrats manipulate the policy-making process to advantage the state at the expense of other stakeholders, and that there are strong attempts to silence critique of the state and policy development. To the extent that these attempts at censorship exist they can only undermine policy development and debate, and create a sense of suspicion towards state bodies and ultimately a conflictual atmosphere in which to introduce policy (Muller 2000). The policy makers in the DoE need to engage with all who want to make a contribution, including those who are most critical and are able to maintain a distance from the policy in offering critique (Muller 2000).

The role of theory in the development of policy also requires additional clarity. While immediate context is important, so is the correct use of theory. Theoretical constructs, while being abstract and universal, can guide thinking and introduce added dimensions to the understanding of reality. These theories help to locate the policies developed within an international framework and establish paradigms for thinking through issues within the policy (Murray 2002). Specifically systems theory would facilitate a better understanding

of the implications of policy, thereby reducing the chance that inappropriate and unmanageable policies are introduced.

Darling-Hammond supports the use of systemic thinking, noting that:

> For each aspect of the system, accountability is achieved as shared goals, norms and values are translated into policies, organisation structures created to make the policies work, processes used within these structures, feedback and assessment mechanisms established to identify needs and progress, safeguards created to ensure that harmful practices do not occur, and incentives to promote productive practices. For children to be well-served, these aspects of school, district and state efforts must work together and focus on both the demands of learning and the needs of learners. (2000: 653)

Problems are found in the communication and application of policy from national to district levels and between different levels. The perceptions of the context change, which impacts on the interpretation of the policy. In particular, Chisholm and Vally (1996) assert that the situation in the different types of schools is not adequately taken into account. Oakes et al. point out that schools are not neutral institutions and, especially in South Africa, they are highly political. They are seen as sites for education not only of skills, but of culture, belief and ideology:

> Schools are situated in particular local enactments of larger cultural norms, rules, values, and power relations, and these cultural forces promote either stability or change. Accordingly, they set the parameters of policy, behaviour, beliefs, and actions in schools. (Oakes et al. 2000)

However, even with the best systems thinking there is no neat connection between policy and practice. This is discussed in more depth in the following section, but one important point is that systems theory at least allows for the rapid identification of problems and can facilitate the identification of solutions.

1.2.5   Commentary on the policies themselves

In most cases the policies were praised. Parker (2004) felt that the position of educators had been strengthened by the new set of policies, particularly those governing career development. New approaches to evaluation and advancement have been developed that will allow good educators to develop their careers while remaining in the classroom. However, Hindle (2004) identified a number of areas that required further attention:

* Internships, either as structured learnerships or through close mentoring;
* Community service as a compulsory post-qualification requirement;
* Specification of required qualifications to enter school management positions;
* Specification of salary grades for further education;
* Salary inducements to work in difficult settings;
* Salary inducements for those working in scarce subjects.

Some concern was expressed around the Norms and Standards for Educators. This effectively raised the educational and practical requirements for educators. Lewin et al. (2004b) were unsure of what the full implications are for the nature of training and the professional roles of educators and if these implications had been taken into account. However there is considerable focus in the academic literature on the training of educators (Lewin et al. 2004b), with a particular focus on this issue, so the added demands should be considered as these debates develop.

1.2.6 Issues for implementation

There is a constant message in the literature that policy does not directly translate into practice on the ground (Jansen 2004b; Lewin et al. 2004b). This is the role of implementation, which also requires extensive development as a process. At the same time policy is important as it guides what people are expected to do and how resources are to be allocated (Lewin et al. 2004b). However the introduction of new policy takes time and often has to coexist with existing practices. This combination of foci is often key to the confusion and difficulty that comes with implementation of new policy (Lewin et al. 2004b).

In preparing a policy and structure for implementation of new policy there are a number of factors that need to be in place. Schwahn and Spady (1998) argue that there are five elements necessary to ensure policy implementation:

- Purpose – a clear and compelling purpose for the desired change;
- Vision – a concrete and inspiring vision of the desired change in ideal form;
- Ownership – strong ownership for the desired change among those affected by it;
- Capacity – broad capacity and skills for implementing the desired change;
- Support – tangible organisational support for making the desired change happen.

Joyner (2000) points out that policy makers need to be aware that often, for a policy to work, there need to be changes at all levels in the system, otherwise blocks to the implementation will emerge. In an ideal situation, for a policy to be implemented at a systemic level the following eight contextual elements need to be considered: (1) leadership; (2) political stability; (3) expected levels of co-operation; (4) knowledge of the reform; (5) understanding of processes and relationships; (6) ability and willingness to support the change; (7) overall administrative capacity; and (8) fiscal capacity (Joyner 2000). Capacity and motivation at a local level are also essential for implementation. This needs to be led and inspired from a national level.

Coombe (2004: 85) identifies the following principles as being core to HIV and education policy. These should include at least:

- Defining the role of education ministries, educators and managers;
- Learning to respond appropriately to HIV/AIDS issues in various education sub-sectors;
- Understanding and predicting the pandemic's implications for management and development within the sector;
- Developing appropriate pedagogy, curriculum and materials;
- Dealing with trauma among learners and educators;
- Protecting and sustaining the teaching service;

- Addressing HIV-related gender concerns in learning institutions and hostels;
- Understanding how values and customary or inherited beliefs promote or challenge the pandemic;
- Adjusting training policy and programmes to meet new labour requirements; and
- Reviewing and adjusting existing national and international conventions, legislation, policies and regulations so as to protect and promote individual rights.

A problem of resourcing policy also has to be noted, especially in the light of the influence of GEAR discussed earlier. Many policy analysts have attributed the poor policy implementation and service delivery in schools to the lack of departmental capacity and resources, which puts severe limits on the capacity to make adaptations at all levels of the department and the schools. Educational bureaucrats have pointed out the problems of policy overload, unfunded mandates, lack of policy prioritisation and strategic planning, as well as severe inherited backlogs, inadequate provincial resources and managerial capacity (De Clercq 2002). This requires a different kind of consideration to the political problems of implementation, as providing the wherewithal can change the resource problems (Gallie 2004).

Sayed and Jansen (2001) raise a number of problems that can occur with implementation. Firstly, there are differences between policy ideas and classroom realities undermining policy right at the formulation stage, so issues of context are inadequately dealt with. This creates particular concerns when policy ideas are imported from other contexts. In addition assumptions of a direct connection between policy intentions, practice and effects mean that policy is not evaluated at all phases and the unexpected impacts of policy are not noted. This can result in policy gaps, as the contextual situation may not meet the conditions for institutional change. Finally, the authors identify that some of the problems may lie with senior bureaucrats in the DoE who are familiar with policy debate, but less well-versed in systems management.

An alternative perspective is that there has to be both capacity for change and a readiness for change. This has to be planned strategically and pre-implementation work must be done before the introduction of policy (Welton 2001). Part of the pre-implementation planning has to be the setting of timelines and short-term objectives. This provides clear indicators of progress in the implementation process. The sheer size and complexity of the education sector means that a considerable amount of inertia also has to be overcome in changing the policy environment, especially in South Africa where fundamental changes are being considered.

One difficulty with tying policy to context is that information on the nature of the context is not always available. The collection of information has to be ordered and many traditional information sources such as reports and minutes may gloss over key details (Duemer 1999).

Once the documents are complete the policy makers are at the mercy of those implementing the policy. A core issue in implementation of policy is the influence of the people in the provincial and district offices, and ultimately in the schools and communities, who have the task of making the policy reality. These individuals and institutions are going to be maintaining their own interests and protecting themselves during the implementation or lack of implementation of policy. Enormous power to block

or reinterpret what comes to them lies with those who are implementing policy (Jansen 2001).

Parker considers that there was a naivety in the early attempts at implementation, especially in the procedural approaches:

> In the afterglow of the constitutional negotiations, there was a strong belief in the efficacy of stakeholder democracy and the ability of stakeholders with different interests to reach consensus and make decisions in 'the best interests of all'. (2004: 24)

Many of the stakeholders saw themselves as being in competition with one another, which weakened their ability to make decisions and carry these through (Parker 2004). This was particularly noticeable as an issue in the training of educators where a large number of bodies had been established:

> This large number of role-players with different responsibilities and objectives leads to conflicts of interest which are hard to resolve and undermine the consensus model of stakeholder governance that underlies the new regulatory policy and structures. (Parker 2004: 26)

Parker goes on to state that this excess in structures creates a gridlock, exacerbated by a general lack of human resource capacity, where weak systems with excessive ambiguities and overlaps in roles and responsibilities were impeding the implementation of policy, and in turn made the reconstruction and transformation of the system a more difficult process.

Policy development and implementation were also dependent on a wide web of other policies and legislation, including those outside the DoE, such as the Child Care Act, the Constitution, the Bill of Rights, and the Occupational Health and Safety Act (Parker 2004).

Soudien, Jaclin and Hoadley (2001) identify a number of key continuities and discontinuities between policy formulation and implementation. These include ideology in which social equality is key, finance and economics which decide on resource allocation, and politics which includes battles over ideas, especially around the pace and nature of social reconstruction. So even if a policy is drawn up to respond to a particular ideological position and set of resources that is defined in the national office, the reality of the context in the district where it is being implemented, and the set of activities and people that influence this process, mean that policy implementation may not, and will in fact often not, reflect the original intention.

In the field of ideology and politics, there is conflicting ground within policy. As Joyner (2000) points out, policy in education should have as its foremost intention the improvement of learning, teaching and development. Within South Africa the policies of the DoE come into conflict here as the transformative nature of South African policies is seen differently by various of the players – that is, they are seen as intentionally political and destructive by some and as damaging key current educational structures, while the intention is to transform education in line with the Constitution. Seepe and Kgaphola (1999) argue that the field of policy development and understanding in South Africa

is split between those who are trying to transform education and a privileged sector that finds it difficult to understand the needs of the majority poor population. New transformative policies are seen as a threat to institutions that are operating effectively. This conflict appears in all major debates and has to be recognised, as both parties have valuable contributions to make. Unions can play an important role in drawing in the support of educators and in creating a common purpose (Gallie 2004). Joyner (2000) advocates that the unions should play an important role in the pre-implementation work for the introduction of policy.

It must be recognised that in policy there is the notion of 'assimilation drag-time', so that by the time policy is absorbed into the system, new policy emerges. Patience is an important factor when considering implementation. The changes demanded by the new policies introduced in South Africa are fundamental in terms of their impact on the system as a whole, but such policies may take five to ten years to enter schools effectively (Gallie 2004).

A number of discourses governing and affecting the implementation of policy were identified in relation to the training of educators, but these could apply equally well to the implementation of all policies in this sector (Lewin et al. 2004b). These include:

- Loss of innocence, in which the naivety of early commitments and the difficulty in realising targets due to a lack of resources and resistance within the system, are noted. This has to lead to the realisation that changes are complicated and goals have to be reshaped and change extended over a longer period.
- The equity-efficiency dilemma was introduced as a result of the need for financial austerity generated by the introduction of GEAR – to bring about equity would have required the introduction of considerable additional resources.
- Disdain is expressed towards educators after an extended period of teacher-bashing and regarding educators as lacking in terms of skills and often morality. These kinds of comments have appeared regularly in the public media, fuelled by comments from community leaders and government, as well as reports of problems in schools and the DoE.
- Symbolic rhetoric reflects the inherent complexity of policy and the confusion between what is symbolic and what is to be implemented. As Lewin et al comment
  > This view highlights the messiness of the policy process and projects policy as frequently comprising symbolic gestures and pseudo-scientific rationality which have little meaning beyond the immediate sound bite. (2004b: 366)

Coombe (2004: 86–88) outlined the reasons she believes the response to HIV/AIDS has moved too slowly:

- It has taken a long time for the devastating impact of HIV/AIDS to be seen at a community level, despite the immediate impact at a personal level for many people;
- Creating policies and plans is slow;
- There is a gap between policy and planning on the one hand, and effective implementation on the other;
- Community-level responses are often effective on a small scale, but generally ad hoc and under-funded;
- There is no national management framework for action.

1.2.7   Role of educators in policy development and implementation

The role of educators themselves in the development and implementation of policy also requires consideration. Their role as educators has changed considerably within the new system of education, which has lead to some confusion. Educators are also expected to play a role in policy, which needs clear clarification and must go beyond vision and platitudes. For example, comments such as 'Educators should be involved in all levels of decision-making' are counterproductive and insulting if there is no system for how they can participate. There is also a need on the part of policy makers to understand the beliefs and motivations of the educators in their employ and to understand the context in which they work. This includes the nature of the training they receive and their understanding of the overall policy intentions of the education department. Once a policy is implemented, the responses of the educators need to be understood (Karavas-Doukas 1998).

Another process that requires consideration is changes in the roles of educators. It is possible that new policies are in conflict with some of the initial training that educators received. This difference is particularly apparent in what are considered to be the core tasks and motivation that an educator takes into the classroom (Kiely 1998).

Joyner (2000) also raises the point that it is difficult to demand a lot from educators if they are not given support during implementation. This support needs to be provided by both the DoE and the unions, especially in periods of significant change. This requires an understanding of what policy changes actually mean in reality for the educator on the ground, especially when there are a number of changes being effected simultaneously.

The communities in which the schools are based are also affected by policy, both favourably and negatively. This needs to be considered as schools are trying to build closer links with communities and draw them into the governance of schools. Support is also required especially where community members may not have all the requisite skills to govern competently.

Educators play a fundamental role in the implementation of the National HIV/AIDS Policy, especially with regard to the emphasis on getting messages to the adolescent population. This is a focus nationally as it is seen as instrumental in the long-term reduction in the epidemic. However, there has been little effort to assess the capacity of educators to perform the additional tasks of counsellors, sexual advisors and mentors (Coombe 2004).

The identity of educators needs to be taken into account when considering introducing new policy. Jansen (2004a) identifies the educator's professional, emotional and political bases of identity as central. These are shaped by experiences of life outside of the realm of policy and need to be aligned with new policies that are introduced. From October household survey (OHS) data, Crouch and Lewin (2004) identified the following factors as part of the professional identity of educators:

- Educators comprise 20–25% more females than the rest of the labour force.
- Educators work fewer hours per week than the rest of the labour force.
- Educators earn a higher income, even when years of education are taken into account. This increases when based on an hourly rate. Over time this difference evens out.

- Educators are more educated.
- Educators are being unionised at a faster rate.
- The average age of educators is increasing.
- The proportion of white educators is increasing while in the rest of the labour force this proportion is decreasing.

The change in title itself from teacher to educator was part of a strong pressure to broaden the field to include adult educators, workplace trainers and so on, into a broader category under the title of educator (Parker 2004). The direct impact of this change in title is unclear.

Training of educators has also been changing over this time. New models were being developed, colleges were being closed down, many educators were being retrenched, and under-trained educators were being brought back to educational institutions for further training. This drew considerable energy away from the implementation of other policies (Parker 2004). Generally the transition processes have been difficult, and have absorbed much of the energy of the DoE.

McDonnell and Elmore (1987) identify four approaches that can be used to direct the implementation of policy in the context of the role of educators and taking into account issues raised by educators. These include establishing rules and regulations, use of conditional financial grants, investment in future capacity, and removal of those blocking implementation from their positions of authority. Regulations can be enforced by investigations, the reporting of officials and the embarrassment of those who are blocking implementation. However a better approach for ensuring the adequate fulfilment of policy is usually the enskilling of educators and administrators, and resourcing of the context. Stout (1996) recommends motivating educators to participate by offering salary increases, encouraging participation in the development and implementation of policy, and linking participation to career development which could contribute to their classroom technique or their teaching context.

In the communication of policies, it is not just the content of the policy that needs to be made known, but the intention and substance of the policy. This will allow for a better appreciation of the role and function of the policy and its place within the education system. A formal and fairly detailed approach is required to keep all the stakeholders on board.

Darling-Hammond summarises this issue well as follows:

> In devising new policies for educational change, policy makers need to understand that policy is not so much implemented as it is re-invented at each level of the system. What ultimately happens in schools and classrooms is less related to the intentions of policy makers than it is to the knowledge, beliefs, resources, leadership and motivations that operate in local context. (2000: 646)

Therefore to ensure that the aims of policy are realised it is insufficient to just write the policy. The policy makers need to consider what changes need to be effected in the education system, as well as the support role that each level – from the provincial offices to the educators in the classrooms – needs to play in adding value to the

successful implementation of the given policy. This support needs to include changes in structures within the education system, further education and training for the educators, resources, information feedback systems, regulations, information and direct support in implementing the more difficult tasks in the policy (Manganyi 2001). In the words of Darling-Hammond:

> Policy makers who want teachers to succeed at new kinds of teaching must understand that the process of change requires time and opportunities for teachers to reconstruct their practices through intensive study and experimentation. (2000: 654)

A number of writers raised particular criticisms of the policy and the development process drawing on a political analysis. These are outlined below. De Clercq (2002) is critical of the overly political bias that she feels exists in the appointment of officials, especially as many do not have the bureaucratic experience and skills necessary for their post. This limits both the development of policy and its communication through the system. Steele (2004) argues that one of the problems experienced in the implementation of the new policy for the training of educators was that many of the deliverers of teacher education were not drawn into the transformation process. He is concerned about the confusion between paradigms that are currently in play and apparent contradictions between policies introduced at different times, particularly in relation to the development of educators.

A concern is that much policy assumes that educators are political activists wanting to change society and are working hard within their systems to develop new approaches. It also assumes a common ideological position between the policy makers and the educators. While this may apply to some educators, it is difficult to assume as a generalised position (Fullan 1985). Even when educators were in the highly politicised environment of the apartheid struggle, there were in fact few changes to educational systems and pedagogic approaches (Jansen 2004a).

Care has to be taken about the messages of policy. A clear example was the impact of the rationalising of educators on the image and morale of educators. It sent negative signals into the profession and into the market for students (Hindle 2004). To maintain new educators, more emphasis needs to be put on supporting newly trained educators when they begin teaching, as taking on this authority can be a difficult transition (Hindle 2004).

Key to most of the comments above is the need to take educators into account more. They are ultimately the people who live with and will implement the new policies. This requires consideration of them as professionals and people, and looking at the training and support that they require to be able to function adequately in their posts. Particularly in the period prior to implementation there needs to be directed preparation for educators on the ground.

1.2.8 Structures for evaluation

The complexities and need for ongoing information during implementation of policy make accurate and holistic evaluation essential. Evaluation has to be continuous and has to begin before the implementation of the policy begins. This allows for continuous

feedback and for the original intentions of the policy to be continuously evaluated against the reality of events on the ground. Rapid feedback can also allow for the early detection of problems arising from issues such as lack of information, inadequate resources, the misinterpretation of policy or direct attempts to block its introduction.

Thus far evaluation of policy has not been done systematically within the education sector in South Africa. Review committees have been set up to evaluate some policies after four or five years of implementation (Jansen 2002). The role and functioning of these review committees needs further understanding, but a more systematic process is required if a policy and its implementation are to be adequately evaluated.

Scheerens (2000) makes a key point that policy needs to be evaluated against its specific intentions and aims. This allows for a more accurate understanding of policy. However the general impact of the policy should still be evaluated, as there may be unexpected effects and impacts that also need to be considered, including the context in which implementation is taking place, who is doing the implementation, the issues emphasised in the policy and where the policy is seen as having its impact.

Crouch (1998) identifies three areas for M&E:

- Preventive, i.e. routine use of monitoring: for example, keeping track of dropout and repeater rates to yield a general impression of quality in terms of a school retaining its learners and enabling them to progress in their learning;
- Diagnostic use to illuminate identified trends or problems: for instance analysing learners' test answers to identify domains of subjects where teachers' content knowledge and/or pedagogic practices need to be strengthened;
- Corrective use to follow up on specific problems: for example, conducting a comprehensive audit of financial management in a school as a basis for disciplinary action.

The M&E approach requires the use of a range of methodologies. Dominantly these would include indicators which comprise quantitative measures taken regularly; qualitative data comprising largely descriptive data including interviews; analysis of documentation, particularly reports and minutes; cross-sectional surveys (which can be kept small); and directed evaluations of specific programmes, resources or events. Some of this data is already available amongst the information generally collected within the DoE.

Data, and particularly analysis, have to be directed at measuring a range of results. These include immediate responses, short-term effects and long-term impacts. The nature of the data required should be clear from the stated intentions of the policy, and reaffirms the importance of including measurable goals within policies or in attached documentation, even those policies of a visionary nature. The objectives of the policy and of the M&E task, and the nature of the data required have to be determined prior to the commencement of fieldwork. As for the implementation, a plan of operation is required with a detailed methodology.

To be able to use the results of evaluation and research, a number of requirements need to be met. The research must address the needs of the policy makers, not the curiosity of the researcher; the policy makers should be involved in the development of M&E or

research at least in as far as the setting of objectives; the timing of the work has to be suitable for its use and incorporation into policy; and the research has to be concerned also with identifying alternative approaches, so not just being critique, and with looking at the viability of these alternatives (Lewin et al. 2004b). A concern implicit in the above is the debate between using insider or outsider researchers. Those working inside the system often have the best access and insight into the needs and requirements of the research, but they are also more likely to be blind to certain factors and to have a vested interest in particular results, leading to bias (Lewin et al. 2004b).

The following are the essential research-based principles for improving and supporting change policy, at the three different stages:

- The key intention of the policy formulation stage is to focus on the development of policies that embody the best available ideas related to 'sound' educational practice, 'good' facilitation approaches and systems, and based on the necessary readiness conditions present within provinces, districts and schools;
- The voices of essential role players and their interests must be captured during the policy formulation stage by top level professional, political, technical and practitioner experts developing workable, impactful policies;
- The timelines of change policies must reflect a phase-in process consistent with the complexity and depth of the change implied in the policy;
- The key intention of the policy implementation support stage is to develop, mobilise and deliver sound facilitation and change management support that establishes the conditions for successful policy implementation in districts and schools;
- The focus of essential role players is to ensure that competent professional, technical and practitioner facilitation agents provide workable, impactful implementation assistance to support their interests;
- The timelines of change policies must reflect the length and frequency of assistance that would be provided, consistent with the site readiness conditions and complexity and depth of change implied in the policy;
- The key intention of the policy implementation stage is to facilitate sound implementation of policy at the site level, given the readiness conditions within districts and schools;
- The essential role players must ensure competent professional practitioners are available who are committed to, and capable of, sound policy implementation at their sites;
- The implementation timelines must be consistent with the site readiness conditions and complexity and depth of change implied in the policy. (Gallie 2004)

1.3   Aims and objectives of the study

The study had the following three main aims:

- To critically examine the DoE policy on HIV/AIDS and the systems developed for its implementation;
- To look at the impact of HIV on existing policies to assess whether these policies require further development;
- To look directly at the impact of policies on educators.

Section two: Methodology

- Introduction

- Guiding principles and conceptual framework for the study

- Research methods

- Data analysis

- Ethical clearance

- Shortcomings and strengths of this research
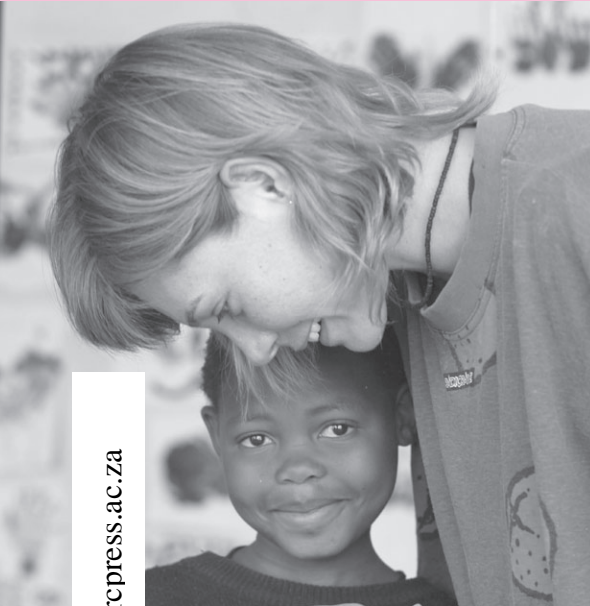
2. Methodology

2.1 Introduction

In this section we provide an overview of the research methodology used in the study. The section begins by discussing the guiding principles and conceptual framework of the study. The triangulation of methods used is then presented according to the three main aims of the study. The procedures used, data analysis techniques, ethical clearance, and both shortcomings and strengths of the research are then presented.

2.2 Guiding principles and conceptual framework for the study

There are three principles that guided this research. Firstly, a human rights approach ensures that the interests of the educators are taken into account and that their rights to confidentiality, protection from discrimination, treatment and consideration when ill are supported. Secondly, protection from disease ensures that precautions are taken to protect the educators and learners from contracting HIV or tuberculosis (TB), both in terms of providing advocacy and education, and in establishing a safe workplace. The latter should cover issues such as a policy around blood spills, use of alcohol and drugs on school premises, and protection from violence. Thirdly, management and organisational efficiency ensures that the policies allow for the organisation to operate as efficiently as possible and that management can operate with clear guidelines. Efficiency needs to be judged in terms of the capacity of the policy to cover all issues, the clarity of the decision-making process, policy within the documents and implementation, and the ability of the policy to make the management of the educators more efficient. The policies also need to maintain and reproduce the structure of the DoE.

These principles do on occasion run counter to one another. For example, a policy of confidentiality is important from a human rights perspective, but it would be simpler from an organisational basis to be able to reveal results of HIV tests. Wherever conflicts arise these are considered on an individual basis and are discussed in the text.

The objectives of each policy draw on the underlying assumptions about what the policy is intended to achieve and are listed below:

- Policies should protect the human rights of the educators and other parts of the school community protected by the policy. Indicators will have to be developed to examine human rights issues.
- Policies should provide for an environment that allows for and encourages educators to protect themselves from HIV infection. (Indicator: HIV prevalence levels should be kept below 5% among educators.)
- Policies should maintain an ordered administrative and delivering system in the education sector as a whole. Indicators will need to be developed to measure the administrative and delivery system.

Overall, a monitoring and evaluation conceptual framework was adopted for this study. A triangulation of research methodologies was therefore used for the analysis, encompassing both qualitative and quantitative research methods.

2.2.1 Experts' review of the selected HIV/AIDS and workplace policies

A full review of all existing policies, implementation plans and the current status of policies was performed by a panel of experts on education and HIV/AIDS. The core assumption in this method is that the policy would benefit from being compared to a gold standard. The selection of policy reviewers reflected both those who have intimate knowledge of the DoE in South Africa and outsiders. These are both important perspectives as the former provided a contextual analysis, while those outside the system provided a perspective that is not directly influenced by the internal political dynamics that pervade the area.

2.2.2 DoE perspectives on the implementation, monitoring and evaluation of policies

The performance of the policies was reviewed against the indicators that have been established, using the internal indicators, and internal M&E processes established within the policies.

It is important to evaluate policies in the context in which they operate. This internal evaluation approach provides the most accurate results on actual operations of the policies. In this light, we state that for all policies to be effective they must have an internal review system, even if they have existed for a long period of time.

Monitoring and evaluation of policy requires that a number of steps and processes is followed. We advocate an action research approach as this allows for a process of continuous feedback, sets up a cyclical process of revision of the core policy, is critically reflective and allows for the educators themselves to feed into the review system (Dick 1998). Action research usually uses qualitative type information, but in this context was modified to incorporate a number of quantitative indicators.

The model which we applied to M&E was drawn from Dignan and Carr (1992) and is depicted in Figure 2.1. This model uses the principle of constant feedback as advocated by the action research approach, but is modified to incorporate an additional outer loop in which objectives are established in both quantitative and qualitative terms. The results are then measured against these indicators.

Figure 2.1: Monitoring and evaluation model as used in this study
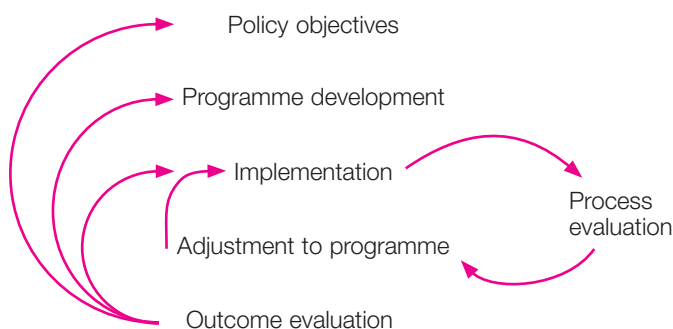
Source: Dignan & Carr 1992

The policy objectives listed in Figure 2.1 draw on the objectives for the policy as provided earlier on in the proposal. The programme development includes all the work of policy development, including the collection of information on which to base the policy, the development and writing of the policy, and the development of the implementation plans and M&E plan for each policy. Implementation includes the implementation of policy, implementation plans and the M&E systems. All the policies will go through a process evaluation styled on an action research approach, as outlined below.

Information generated from M&E leads to adjustments being developed to facilitate the working of the policy. These adjustments are incorporated into the policy, with relevant changes being made to the implementation and M&E systems, and then implemented again.

The outcome evaluation happens periodically, say after every two to five years. This provides a more detailed cross-sectional view of the operations of the policy. It draws together the information from the process evaluations over the previous two to five years and compares results obtained with what was stated in the indicators as an objective.

The process evaluation protocol has to be examined in conjunction with the policy. At this point it is clear that there needs to be participation by educators in the ongoing evaluation of the policy, that is critically reflective, incorporating constructive suggestions, allowing for themes and developments to emerge from the data, and with clear feedback channels so that the information can be used to improve the policy or implementation.

The M&E system itself has to be evaluated on an ongoing basis, using both process and outcomes evaluation indicators. In this context the indicators are based on the reporting of results, efficiency of feedback and implementation of change, and the level and quality of information obtained from all sectors.

2.2.3   Perceptions of educators about the policies

The perceptions of educators about the policies as a whole and individually need to be established. In any situation, perceptions of reality can be as important as that reality itself. Even if a policy is excellent, if it is perceived as problematic, then people will often not support it. The methods used to obtain these perceptions were focus group discussions and key informant interviews as well as interview-based surveys. Focus group discussions and key informant interviews are particularly useful for drawing out perceptions that are shared among teachers. They present an open forum where subjective positions, perceptions and different experiences of the policies can be discussed without prejudice. This portion of the research formed part of the general qualitative research on the educational context that is presented in a separate report. Interview-based surveys are ideal for obtaining a cross-sectional viewpoint from a nationally representative sample that can be generalised to the entire national population of educators in public schools.

2.3 Research methods

A triangulation of several different methodologies was used to collect data for this component of the study. Each of these is discussed in turn below. In the field each of these methodologies operated totally separately, with a separate report produced. All of these methodologies were extensively discussed with the task team of the study, comprising representatives from all the stakeholders in the study, and the inputs received contributed to modification of elements of the protocol. The methodology presented below is of the modified protocol.

Overall, an important aspect of the whole study was regular consultative meetings of the Technical Task Team (TTT), which brought together all stakeholders into the research process and allowed for their participation in finalising the terms of reference for the overall project as well as developing the proposal and planning fieldwork, together with the HSRC-led research team. This partnership was instrumental in the success of the study as a whole, and in particular in this component of the study as it helped clarify what the important issues were among the various stakeholders and sought ways to reconcile any differences that emerged from their various perspectives about any aspect of the study.

2.3.1 Methods 1 & 2: Technical Task Team meetings and researchers' workshop to identify policies for review

Initially, the core workplace policies from both the DoE and different unions in the sector were identified together with the TTT. The list covered policies directly related to HIV, TB, drug and alcohol use and attrition, as well as any policies that may be affected by them. In addition, a collection of documents relating to implementation plans, current status of operation of the policies and M&E systems was included. On two occasions representatives from the TTT approached the HSRC asking for additional policies to be included in the package. These requests were supported as far as possible.

In addition to the above, a workshop was organised for researchers working in the field of HIV/AIDS and education at which the whole project was presented and discussed. The purpose of the workshop was also to look at the HIV/AIDS and education research landscape. The workshop was also used to help identify some of the policies for review.

2.3.2 Method 3: Experts' review of the selected HIV/AIDS and workplace policies

A panel of experts with knowledge of policy, education issues and HIV/AIDS was appointed to critically and constructively evaluate these policies. These experts were drawn mainly from among university academics, but included an international consultant, a labour lawyer, and a principal who had completed a PhD in education. A total of nine reviewers were involved. Their names and backgrounds are outlined in Appendix A.

The policies were distributed in two stages. An initial set was sent out to all the reviewers together with the terms of reference (ToR) pertaining to their analysis (see Appendix B for the full terms of reference). A separate smaller posting of additional policies was sent to a group of three experts for commentary along with amended ToR (see Appendix C). All the commentaries were initially reviewed by the researchers to ensure that they had responded to the ToR. Some reviews were returned to complete the task of responding directly and fully to the ToR. Reviewers were remunerated for their work. The completed

set of reviews was then analysed, using a standard content analysis approach, looking both for comments on individual policies and on overall approaches to the policies and their implementation, and M&E. Responses were generally assigned to the respondent from whom they were drawn. In cases where most of the reviewers shared an understanding, this is treated as a general response and no specific expert's name is attached.

2.3.3   Method 4: DoE perspectives on the implementation, monitoring and evaluation of workplace policies

This involved holding a number of workshops with officials of the DoE national office. The specific objectives of this section of the research methodology were:

- To identify the existence of a structure and resources for implementation, plus the extent to which this implementation had occurred;
- To identify the extent to which M&E systems existed, their current level of functioning and the use made of reports emanating from these structures;
- To develop recommendations that would facilitate the clarification and development of the M&E system.

An initial three-hour workshop was held with representatives from the DoE on 30 March 2004. Those invited were primarily the heads of sections or departments within the DoE (See Appendix D for the invitation, including ToR for the meeting). The main aim of the workshop was to obtain the perspectives of directors and senior staff within the DoE on:

- The implementation of these policies in terms of action taken, knowledge of the policy framework within the DoE, and resources to cover the costs of implementation;
- The structures and systems used for M&R of policies within the DoE; and
- The impact of the HIV/AIDS epidemic on policies.

The meeting opened with an explanation of the full research project that was being conducted by the HSRC on behalf of the ELRC, and an outline of the specific purpose of the workshop. A member of the DoE then explained the structure of the DoE and listed the important internal structures that were responsible for implementing and monitoring policy. The input laid the basis for general discussion on the structures for implementation and evaluation that exist within the DoE. The implementation process and M&E approaches for each of the core policies were discussed in turn. The workshop closed with a brief discussion of the direction the DoE is currently taking and the sharing of some ideas for stabilising and improving the situation.

The meeting was tape-recorded and detailed notes were taken throughout to inform the production of this report. The report was reviewed by additional consultants in the field of education who made recommendations around the implementation and M&E of policy in the DoE. The document was returned to the representatives of the DoE and a second workshop was held with these staff prior to the finalisation and publication of this report. The second workshop focused on clarifying uncertainties in the report, and finding creative and practical solutions for the highly complex and difficult task of implementing, monitoring and evaluating policy in the DoE.

It must be noted that the opinions and information drawn from this component came exclusively from the DoE, so they represent the perspective of only one of the structures within the ELRC.

The report on the first meeting was returned to the representatives of the DoE and a second three hour workshop was held with staff from these departments on 3 February 2005. The initial report was used as a basic structure for this second meeting, with both the DoE representatives and the HSRC facilitators drawing out elements for discussion. Facilitation was done on an open basis to increase participation and to allow those attending to focus on the key issues. Corrections were made to the original report, additional information provided and deeper debate engaged in, which were incorporated into this report. Some of the meeting time was also used to identify potential solutions for the problems of the DoE.

2.3.4   Method 5: Survey of educators' perspectives on DoE and union policies and their implementation

The detailed methodology is reported in the first (and main) report in this series of reports from the multi-study project for the ELRC on *Factors Determining Educator Supply and Demand in South African Public Schools: The Health of our Educators: A focus on HIV/AIDS in South African public schools* (see Shisana, Peltzer, Zungu-Dirwayi & Louw 2005). In brief, a questionnaire-based cross-sectional survey was conducted among 24 200 state-paid educators in 1 766 public schools found in all 54 districts in the country. The educators were interviewed by 436 field workers who were mostly trained nurses registered with the SANC. In particular, Section 8 of the questionnaire which dealt with training and support, formed the basis of the analysis presented in the Section 6 of this report: Educator perspectives on workplace policies.

2.4   Data analysis

The analysis used varies according to the evaluation method. In the first method, the experts each produced a report on their impressions. These reports would constitute the analysis, with the researchers compiling their opinions into a single report. The importance of these documents would be the expert insight provided and the recommendations for improvements to the policies and programmes for their implementation.

The performance of the policies against the indicators was measured on a straightforward comparison. Where gaps existed between what the policies could deliver and the indicators established, explanations and recommendations for action were generated.

A similar process was applied for evaluating the M&E capacity of the policies and programmes. Part of the analysis constituted recommendations for the improvement of the M&E component.

Data analysis from the survey is described in detail in the first (and main) report in this series of reports from the multi-study project for the ELRC on *Factors Determining Educator Supply and Demand in South African Public Schools: The Health of our*

Educators: A focus on HIV/AIDS in South African public schools (see Shisana et al. 2005) and will therefore not be repeated here for the sake of brevity.

2.5   Ethical clearance

Ethical approval for conducting the entire project was obtained from the HSRC's Ethics Committee (Application Number REC2/20/08/030). Informed consent was obtained for agreeing to participate in the interviews.

2.6   Shortcomings and strengths of this research

A number of shortcomings can be identified in this study prior to looking at the analysis and results. Firstly, direct input on the evaluation of the policies and implementation was obtained only from the national office of the DoE. This excluded other stakeholders, including the provincial and district offices and representatives from the unions, SACE and the Education Ministry.

Secondly, not all policies affecting attrition were included. For example, some policies more directly related to the training of educators were excluded, as were some of the policies and regulations that emerged during the analysis of these results. In many cases the analysis of these policies has been done elsewhere, as in the case of the policies looking at the training of educators. However, some new policies that were developed once the study had started were also incorporated, but a limit had to be put in place to facilitate the completion of the work.

As far as the survey component of this study is concerned, the representative sampling method used, the large sample size involved, the highly trained fieldworkers, the very high response rate for the interviews and other quality control measures undertaken ensured that the survey's results provide a very accurate reflection of the educators' perspectives on the policies and their implementation. The findings are therefore highly reliable and generalisable to all educators in the public sector in South Africa.

Section three: Overview of HIV/AIDS and workplace policies

- Introduction

- DoE policies

- Unions' HIV/AIDS policies

3. Overview of HIV/AIDS and workplace policies

3.1 Introduction

A brief outline of each of the policies and its rationale is presented below. This draws on the reports prepared by the policy experts (surnames alone are used to acknowledge the relevant person in each case). The main motivation for doing this here is so that when the reviews of the policies are presented in Section 4 the reader is already familiar with them.

After reviewing the policy handbook of the DoE and consultation with the Advisory Task Team, an initial set of 11 policies was selected for inclusion in the study. At a later stage two further policies were added, namely the DoE workplace policy on HIV/AIDS and the policy on special needs education. Sadtu submitted a second version of their policy as they updated their policy while the study was in progress.

3.2 DoE policies

3.2.1 The National Education Policy Act

This is a core policy for the DoE, which provides a description of the functions and responsibilities of different components of the education sector necessary for effective bureaucratic and legislative functioning. The main objectives of the National Education Policy Act are to provide a framework to guide:

- Further policy development by the Minister in accordance with certain principles;
- The consultation to be undertaken prior to the determination of policy;
- The establishment of certain bodies for the purpose of consultation;
- The publication and implementation of national education policy; and
- The M&E of education.

The policy aims to facilitate the democratic transformation of the national system of education into one that serves the interests of all the people of South Africa and upholds fundamental rights. It seeks to achieve equity in education provision, provision of opportunities for lifelong learning, plus the cultivation of skills, discipline and capacities necessary for reconstruction and development. The policy includes principles to protect all against unfair discrimination within or by an education department or institution on any grounds whatsoever.

3.2.2 The South African Schools Act of 1996

This Act serves as a basis for the democratic governance of schools in South Africa by providing a framework for the organisation and funding of schools on an equitable basis. The overall intention is to establish a new system for schools which will redress past injustices in educational provision. The policy sets out to make a break from previous policies and establish systems in line with the new government ideology. SASA simplifies the multitude of previous school systems into two legally recognised school systems, namely public and private. It aims to address the full range of issues concerning schools – from attendance, admission, religion in schools and corporal punishment, to initiation, governing bodies and school funding. It further aims to combat racism and sexism and all other forms of unfair discrimination and intolerance, as well as to contribute to the eradication of poverty and the economic well-being of society. It promotes the protection and advancement of the country's diverse cultures and languages and upholds the rights of all learners, parents and educators.

SASA is inclusionary in its orientation. It is clear on the role and responsibility of public schools – to ensure an environment where teaching and learning are privileged and where fundamentally, access to both school and information is preserved.

There is no generic implementation plan for SASA. The reason for this is that different directorates have worked out action plans to implement their specific sections within the Act. Monitoring of such implementation plans is done by departmental officials in the different provinces.

3.2.3 The National Policy on HIV/AIDS for Learners and Educators in Public Schools and Students and Educators in Further Education and Training Institutions

The National Policy on HIV/AIDS for Learners and Educators begins with a good explanation of the HIV/AIDS epidemic, looking at epidemiology, medical information and protective behaviour. The core elements following this deal with issues of rights and are heavily entrenched in the South African Constitution, including the right to education, protection from discrimination, privacy, basic freedoms, a safe environment and the best interests of the child. Through this policy document, the DoE acknowledges that there are learners and educators in its institutions who are infected or affected by HIV/AIDS. Importantly the policy empowers institutions to be proactive in their response to the pandemic.

The policy recommends that each school have a strategic plan to cope with the epidemic. This plan should be developed by the SGB or the council of the institution and it should adopt its own implementation plan on HIV/AIDS to give operational effect to the national policy. The policy also recommends that a provincial policy for HIV/AIDS, based on national policy, should be developed and serve as a guideline for SGBs when developing their own school-based HIV/AIDS policies and implementation plans. Schools are further encouraged to work closely with local community leaders to provide information and support to the surrounding communities.

These guidelines call for a concerted 'struggle' against HIV/AIDS by all organs of society, for openness, for recognition of the dignity of those who are infected, and for care of those affected. There is an emphasis that information about prevention should infuse all learning areas. The policy sets out the role of educators to:

- Exemplify responsible sexual behaviour;
- Spread correct information;
- Lead discussion among learners and parents;
- Create a work environment which does not discriminate against those who are infected or affected;
- Support those who are ill; and
- Thus make 'the school a centre of hope and care in the community'.

The policy also proposes that while the state takes responsibility for safety in schools, individual schools should make funds available within their budgetary allocations for first-aids kits for each classroom and that these kits should be well maintained.

3.2.4   Education White Paper 6: Special Needs Education or Inclusive Education

The overall sense of the Education White Paper 6 on Special Needs Education is to extend the policy foundations, frameworks and programmes of existing policy for all bands of education and training so that the diverse range of learning needs of the education and training system can be recognised and accommodated. (Ngoepe)

This policy is based on an understanding that all children, youth and adults have the potential to learn within all bands of education and they all need support to attain their learning goals and outcomes. It understands that the majority of learners who experience barriers to learning, or who drop out do so primarily because of the inability of the education system to recognise and accommodate the diverse range of learning needs, typically through inaccessible physical structures of schools, curricula, assessment, learning materials and instructional methodologies. (Ngoepe)

The Education White Paper 6 on Special Needs Education is premised on an understanding that the systems – and not people – are lacking and deficient, and thus suggests a major systemic and institutional adjustment to structures and mechanisms that will facilitate the establishment of an inclusive education and training system that includes special schools and specialised settings. (Baxen)

3.2.5   Regulations for Safety Measures at Public Schools

The overall intention of Regulations for Safety Measures at Public Schools is to provide some guidelines for the prevention of violence and drug use in schools and to make sure that weapons and drugs do not enter public schools. The regulations provide a regulatory framework on how public schools should be accessed and visited by people such as learners' parents, members of the public and political office bearers. This is a new policy that is attempting to respond to the levels of violence found in many schools around South Africa.

3.2.6   Employment of Educators Act 76 of 1998

The aim of the Employment of Educators Act is to provide a regulatory framework for employment, conditions of services, appointment, promotions and transfers, procedures for termination of services, disciplinary codes and procedures for educators, misconduct and dismissal procedures, promotion, and so forth. The Act covers all educators at public schools, further education and training institutions, department offices and adult basic education centres. This is the essential detailed bureaucratic description of the responsibilities and rights of educators under the law as well as the procedures that should accompany contraventions of these provisions.

The regulatory framework is provided in line with the spirit of the Constitution and applicable labour laws, especially the Labour Relations Act. By giving the Minister of Education the power to determine the salaries and other conditions of service of educators, it ensures that conditions of service of educators, including salaries, are uniform throughout the country.

The Employment of Educators Act was developed within an enabling framework to provide schools with mechanisms that protect educators from unfair treatment, yet hold them responsible for delivery of quality education. The policy also holds management teams accountable by ensuring that teachers are held responsible and are professional

in their conduct. Mechanisms have been suggested for the purposes of rewarding and punishing behaviour that is either exemplary or unacceptable. This policy also makes provision for those educators who, for whatever reason, are unable to attend school.

The implementation plans and procedures are clearly spelled out under each of the provisions of the Act. These require the back-up of more extended documents and structures, which are assumed to exist in the ELRC and DoE.

3.2.7 Terms and Conditions of Employment of Educators

Like the Employment of Educators Act, this policy document also provides a framework on regulations that specifically deals with terms and conditions of employment of educators in public educational institutions. It also provides a regulatory framework on specific terms and conditions concerning the employment of educators. These include the general conditions of service and salaries, leave of absence, benefits such as medical assistance and housing allowance, as well as general conditions of service of persons appointed to perform duties in relation to public examinations.

3.2.8 Personnel Administrative Measures

The policy on Personnel Administrative Measures is a strictly administrative document and serves largely as a set of guidelines for the bureaucratic processing of teacher applications and duties outside of the mainstream curriculum and teaching functions. The document deals with crucial personnel issues such as rank codes for Personnel Salary System (PERSAL) purposes, examination duties and remuneration, secondments, leave and 'time off', workload of educators and development appraisal procedures and instruments. It provides clear processes that create and determine appropriate staff levels and delineate the workload of education personnel. As regards the first aspect, a formula is provided to serve as a guide in the creation and determination of an appropriate staff establishment in public schools, including provisioning of education therapists. More importantly, the second aspect is a consideration of the core and expanded duties for educators at each post level and expresses the possible activities they are expected to participate in during and after the formal school day. The conditions and parameters of responsibility for each educator within a school establishment are well articulated, thereby leaving no room for doubt as to what teachers' professional responsibilities are. (Baxen)

3.2.9 Norms and Standards for Educators

This policy sets out the required training and competencies for educators at various levels in the education system. Embedded within and fundamental to it, is an understanding of the multiple roles teachers play within educational environments. It views the teaching endeavour as an applied field and by implication takes as its premise the concept of applied competencies. Three competencies are identified (practical, foundational and reflexive) as necessary in the development of proficient teachers. In planning initial and on-going professional development courses and educational programmes, these competencies may be used as organisational curricular frameworks, for planning the structure of academic departments, appropriateness of the course material and so forth. (Baxen)

In its functioning, the policy addresses the issue of HIV/AIDS through one of its seven roles of educators, namely, community, citizenship and pastoral role. This role states:

'Within the school, the educator will demonstrate an ability to develop a supportive and empowering environment for the learner and respond to the educational and other needs of the learners and fellow educators…one critical dimension of this role is HIV/AIDS education.' (Ngoepe)

3.2.10 Signposts for Safe Schools

The Signposts for Safe Schools policy document is meant to serve as support material for schools and to provide guidance on school safety-related issues. It recognises the cross-sectoral and inter-ministerial approach as the most effective way of responding to the social challenges within schools and communities. An important subtext to the document is the recognition by the Department of the problems of crime and violence, plus other problems that educators face. It is meant to serve as support material for schools and to provide guidance in school safety-related issues. The document includes an implementation strategy that encourages a collective approach in the establishment of safer schools, including health, welfare, education, security and safety departments, as well as community representatives including parents, non-governmental organisations (NGOs), and so on. It embraces this notion of collectiveness, especially in addressing the problems of crime and violence and how they might be minimised in and out of school, both through preventative as well as early detection mechanisms of those at risk. (Baxen)

A key strategy in the establishment of safer schools lies in the development of crime and violence prevention programmes that target youth in schools with the view to reducing and preventing physical violence in schools, thus providing safer teaching and learning environments. Proactive development programmes that encourage non-violence and reducing risk factors (push/pull factors) are also postulated as an important intervention. (Baxen)

As this document is a resource workbook for schools, plans for its implementation are therefore the responsibility of schools, which they can carry out in partnership with the DoE and the South African Police Services (SAPS). The DoE does have to ensure ongoing development of material and the distribution of documentation to provinces and schools.

3.2.11 Department of Education Workplace Policy for HIV/AIDS

The DoE's Workplace Policy for HIV/AIDS is aimed at providing guidelines for all employees on how to manage HIV/AIDS within the workplace. Its main objectives are to create a supportive work environment for employees living with and affected by HIV/AIDS, to eliminate discrimination against persons with HIV/AIDS, inform employees about their rights, and protect persons potentially exposed to HIV while at work. All of these are enforceable via the national Constitution. (Baxen, Ngoepe)

The policy seeks to achieve its objectives by raising the awareness levels and understanding of the HIV/AIDS pandemic in the workplace. It also strives to create an open supportive environment for all employees who are affected by or infected with HIV/AIDS while at the same time not undermining the productivity requirements, obligations and public responsibility of the Department. (Ngoepe)

The content of the policy addresses the practical needs of employees and includes issues regarding employee benefits, HIV/AIDS workplace programmes, ill-health retirement and

early retirement and universal precautions, and introduces advocacy and awareness-type components. (Baxen)

3.3   Unions' HIV/AIDS policies

3.3.1   Introduction

The union policies are examined separately as they operate within a different system to the DoE, even though they are both being applied within the education sector in South Africa. The unions and the DoE have different roles, infrastructures and obligations. Each of these policies was only really analysed by the experts and in the survey where a number of questions were directed at the union membership.

3.3.2   Sadtu's HIV/AIDS policy

The Sadtu policy was reviewed twice. The full group of nine experts reviewed the original version. A second and more developed version of the policy was distributed at a later stage to a smaller group of three experts. Greater emphasis will be placed on the latter analysis as it dealt with a newer policy, but some of the comments on the first version will be raised.

Sadtu's HIV/AIDS policy of 2004 is a refinement and an extension of its first policy on HIV/AIDS. This policy is an acknowledgement by Sadtu of the negative impact of HIV/AIDS on the socio-economic development of the country, as well as prejudice, stigmatisation and ignorance that go with the pandemic. The policy is also a response by Sadtu to the call made by the state for all institutions, sectors and organisations to play an active role in the campaign against HIV/AIDS. (Ngoepe)

The overall sense of Sadtu's HIV/AIDS policy is to provide a strategic approach in the understanding, management, caring and support of its membership, staff and society in general in dealing with chronic diseases including HIV/AIDS. It seeks to reduce the crippling effects that the spread of HIV/AIDS has on its membership and other organs of civil society including education institutions. The policy emphasises campaigns to increase awareness of the effects of HIV/AIDS and thereby to contribute towards changes in lifestyle of its members and ultimately the community in general. The policy is also meant to protect its members who are affected by or infected with HIV/AIDS against all forms of prejudice such as discrimination. (Ngoepe)

3.3.3   Naptosa's policy on HIV/AIDS

This policy document recognises the significant threat of HIV/AIDS to education and also provides very clear information. The overall sense of the policy is to facilitate a reduction in the number of new infections through awareness and support programmes. It focuses on infected/affected Naptosa educators and learner members to guarantee dignified treatment, ensure that their rights are protected and to promote a universal value system and an enabling environment for HIV-infected/affected educators and learners. The policy has a programme of action, which covers the objectives, the role to be played by members in the campaign against HIV/AIDS, and grievance procedures. Implementation plans for this policy exist and are supposed to be addressed at branch meetings of the affiliates so that they reach the entire membership. Evaluation plans are also outlined.

Section four: Review of policy by experts

- Introduction

- Common points raised across all the policies examined

- Critique of policies within the DoE

- Union policies on HIV/AIDS
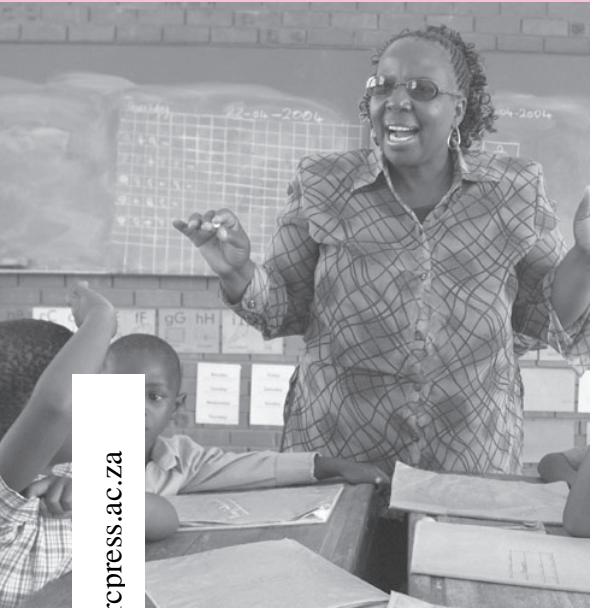
4. REVIEW OF POLICY BY EXPERTS

4.1 Introduction

This section presents a synthesis of the main findings from the expert panels' reviews of the DoE's HIV/AIDS and workplace policies as well as the two educator unions' HIV/AIDS policies. It begins with a presentation of the common set of points raised by policy, across all the policies examined. This is then followed by critiques of the policies.

4.2 Common points raised across all the policies examined

A number of common points arose across all or most of the reviewers and policies. These are examined first before each of the policies is addressed individually. Where there was not complete agreement on all points, the issues will be addressed in the direct discussion of the policies. Directed comments at the individual policies follow. All of the comments draw from the expert reports. Statements are individually assigned to a single respondent, unless many made the same or similar comments, in which case it was considered a more general point and not assigned to a specific person. Surnames alone without a title are used to signify who raised the particular point.

4.2.1 Content of policies

Most of the reviewers assessed the content of the policies to be generally good. Some of the reviewers were effusive in their praise. There are certainly attempts to grapple with the unfortunate legacy of apartheid and the conservative approaches to education. These have been replaced with policy directed at a new progressive and equitable system of education. It was felt that the policies were attempting to address the inequalities in the education system and transformation of the system as a whole. A holistic approach has been attempted, both in the education sector and drawing on broader resources. This means that the core philosophy behind the policies remains consistent throughout and that this philosophy is also consistent with key national documents such as the national Constitution. Responsibilities are generally laid out clearly as are the interactions between different policy documents. This includes structures for the implementation and evaluation of policies.

There are some contradictions that do appear, such as in the employment policies where confidentiality is assured, but in order to obtain benefits educators will have to reveal their HIV status and the DoE retains the option to send the relevant person for a second opinion and have access to that report. These contradictions will be examined more directly in the discussion of individual policies.

4.2.2 Relationship between vision and what policies can achieve

One consistent criticism was that the policies are too ambitious. The relationship between the visions that the DoE wishes to introduce and the reality on the ground was a concern for many of the reviewers. For example, they felt that the standards and objectives set in some of the policies, particularly SASA and the Norms and Standards for Educators, were unlikely to be fulfilled as the resources are just not available. It was felt that these visions set up hopes and aspirations that were dominantly political in motivation, but had no or little substance. Concerns were expressed that in many cases it seems more important to be ideologically sound than to implement a feasible approach. This has led to good and clear policies, but makes implementation very difficult. The recognised conflict here

is that the policy makers also have to sketch out a vision for the future in these policies and present ideas for how a new system of education should operate. The ultimate vision constitutes an end point a considerable distance in the future, and requires considerable resources, but provides all in the system and those who use the system with a direction and model to move towards. There is a need to balance idealistic visions with attainable goals. The full implementation of the policy needs to be planned and designated goals must be established so the development towards implementation can be followed.

This comment from Jansen in connection with the National Education Policy Act and the National Policy on HIV/AIDS respectively is indicative of the problems identified (others make similar statements):

> It is also true, though, that this policy – as with most other policies – in failing to include or (more reasonably) provide an accompanying educational plan, becomes largely decorative in the line-up of impressive policies with little sense of how this policy practically changes and improves the lives of teachers and learners.

Some balance could be achieved here if the role of the vision is addressed clearly in the policy, and intermediate goals are established. A separate document attached to the policy could show how the goals specified in the policy are to be achieved and set timetables for implementation. This also requires a closer connection between the policy makers and those implementing the policy.

4.2.3   Specific coverage of HIV/AIDS within each policy

Many of the reviewers were concerned that HIV/AIDS, as a key issue for the sector, was not listed and directly addressed in every policy, especially core policies like the National Education Act, which is a landmark policy statement. However, some reviewers felt that important matters relating to HIV/AIDS were dealt with by the directed policies, such as the National Policy on HIV/AIDS and the Workplace Policy for HIV/AIDS, and therefore did not require repeated statements and discussions in every new policy document that arose. Certainly the different documents should inform one another, so that commentaries on issues such as confidentiality and access to care for educators, and details on training and intervention around HIV/AIDS may not need to be repeated in all policies.

Where there are factors relating to HIV/AIDS specific to a policy that require consideration, these do need to be considered directly within the policy. One example would be in the Special Needs Education White Paper. Ngoepe felt that an implementation plan with regard to HIV/AIDS is clearly stipulated in this policy. It states that the 'Ministry will, on an ongoing basis analyse the effects of HIV/AIDS and other infectious diseases on the education system, and develop and implement appropriate and timely programmes'. Such programmes will include special measures such as the strengthening of the information systems; establishment of a system to identify orphans, co-ordinate support and care programmes for such learners; put in place referral procedures for educators; and develop teaching guidelines on how to support orphans and other children in distress. As part of the implementation plan the DoE will work closely with its provincial offices and the Departments of Social Development, Health and Public Service and Administration. However, Baxen felt that HIV/AIDS was insufficiently dealt with:

As regards HIV/AIDS, this document deals with it as an afterthought, something outside of the notion of 'barriers to learning'. It is not perceived or treated as a fundamental barrier to learning or to the creation and maintenance of a quality educational system. When left on the periphery, HIV/AIDS may continue to have devastating effects on the very system this document proposes to address.

Garbus argued that not only should HIV/AIDS be incorporated, but that other issues such as child abuse, sexual violence and having a safe teaching environment should have been included, with clear and direct methods of dealing with situations that occur.

4.2.4   Implementation in the context of HIV/AIDS

Gopal raises a general problem with the development of policy and its implementation, as she feels context is not considered. This has particular relevance for HIV/AIDS. There also appears to be a disjuncture between the national office and the provincial offices:

South African education policy frameworks have given almost no attention to context of implementation and how the new vision could be put in place in the profoundly unequal school contexts that apartheid left behind. This approach has implicitly assumed that the formulation of policy can be logically separated from its implementation. However in setting out these policies, the national DoE has assumed little or no responsibility or accountability for how these policies might be delivered. Instead provincial departments, who play a minimal role in policy formulation, have to follow imperatives not of their own making and bear the budgetary brunt. Though these policies may be admirable in their principles and elegant in their formulation, they are generally lacking in detail and specificity. They have no clear equity or redress provisions; there is no attempt at strategic planning or analysis of points of engagement to transform what actually exists nor are there any realistic mechanisms for how policies may be taken through the bureaucracy and put into place in schools. Though superficially sophisticated, the new policies do not deal adequately with significant issues of implementation. (Gopal)

Many of the policies concerning the employment or distribution of educators assumed that educators were fully healthy and able to function at full capacity, although still taking into consideration their human rights if they fall ill. Particularly policies such as Norms and Standards, Personnel Administrative Measures and most importantly, the post provisioning norms (PPN), are likely to be considerably affected as more educators become ill and the other pressures of the HIV/AIDS epidemic increase. This contradiction leaves the schools and other educators exposed and having to cover for their colleagues who are ill or to deal with the other considerations that the epidemic will generate.

The reality of the HIV/AIDS epidemic is that the impact varies according to setting. Gopal felt that in most situations the worst impact is felt by those who are already marginalised and in poverty, and in the case of schooling, already having educational problems in education and the most crowded classrooms. This renders the difference in resources even starker. Poorer schools will come under more pressure; therefore the importance of policy regarding replacement of educators becomes even more relevant. Colleagues may have to assist with workload responsibilities of sick educators, therefore stretching to capacity already over-burdened educators. This may further add to educator absenteeism owing to burnout and be a major contributing factor for premature exodus from the

profession. Gopal also raised concerns about the longer-term impact of HIV/AIDS, which may lead to increased absences of educators. This could have significant long-term implications for learners who are then deprived of educators.

One particular concern was raised about the Personnel Administrative Measures being out of touch with the reality among educators and in schools. There are risks that educators could misinterpret this policy and its purposes:

> An underlying assumption of this policy though, is that teachers are healthy, well trained, committed and able to interpret the policy as a guiding and procedural document and not primarily as legislative and 'laying down the law'. As such, it assumes that teachers operate within a professional code of conduct within which they execute their duties unproblematically, an assumption that may only hold true for a limited number within the teaching community. (Baxen)

In the face of HIV/AIDS, the challenge remains how schools respond to possible prolonged illness and absenteeism of colleagues. More and more schools are confronted with teachers being absent because they are either infected with or affected by HIV/AIDS. While absenteeism may have always been an issue that the DoE has had to deal with, the impact of HIV/AIDS on the institutional, structural and organisational well being of schools, particularly as it pertains to staffing, is going to create additional pressures. There are also problems of educators who cannot perform in their existing roles and have to find alternative positions. This is not adequately catered for in the current policy formulations, including how these educators will be counted in the PPN. As educators become ill others take over their roles. For the latter this increases workload and stress, which could have negative social, physical and work-climate impacts. The impact of HIV/AIDS may also produce unsustainable environments. In the quest for a transformative education and social system, the above-mentioned aspects are particularly pertinent, since it would seem that the disease is more prevalent in those school communities already socially and economically compromised. Adequate systems offering replacement or relief educators need to be introduced. (Baxen) This problem arises regularly across many of the policies, so it needs to be addressed across all these policies.

A number of the reviewers were concerned about the conflict within the Act between encouraging efficiency and productivity on the one hand, and showing understanding for those who are ill on the other:

> Therefore, whilst HIV may constitute 'the educator's own unfitness or incapacity', any prejudice that may arise in the context of the educator's employment circumstances, for example, from learners or the community, may place undue pressure on an educator's superiors to remove him or her from the education environment in order to 'promote efficiency or economy in the Department' that may be compromised as a result of the existence of prejudice or discrimination. (Kirby)

There is a need for a policy document that specifically addresses the policy gap around the likely increased absence of educators as well as vacancies that occur due to deaths. The Personnel Administrative Measures at Schools, The Employment of Educators Act, and Terms and Conditions of Employment of Educators could serve as a starting point.

HIV/AIDS is not addressed adequately in SASA, as this is a key policy which many of the reviewers felt would be significantly impacted on by HIV/AIDS. For example, in the face of HIV/AIDS, schools have to increase spending in an attempt to meet the needs of those infected and affected. This may be particularly true in communities where schools already operate under conditions of abject poverty, without the capacity to retrieve school fees. How schools, for example, respond to and balance the needs of healthy and ill children remains a challenge. (Baxen)

In the context of HIV/AIDS people other than their parents will care for many vulnerable children. In this regard it is recommended that the phrase 'and/or caregivers' be added when signalling these role players. This is important across a number of the policies.

Financial costs will increase to maintain supply of educators, regarding remuneration directed at absences and vacancies, in terms of healthcare expenditure, costs based on discharge due to ill health, as well as training enough young people to fulfil demands for educators.

4.2.5   Problems relating to implementation

The key and most vocal critique offered by the group of experts centred on implementation. A number of problems were identified here. The most significant point arises out of the lack of resources for implementation, which was a concern, although implementation processes are spelled out for most policies. Clear implementation direction can be found in the policies themselves; for example, the National Education Policy Act finds its implementation via a number of other Acts or policy documents, for example:

- SASA;
- Quality Assurance to monitor and evaluate the education system;
- Whole School Evaluation (WSE);
- Systemic Evaluation (SE);
- National Policy on HIV and AIDS;
- Norms and Standards for Educators.

Many of these documents again find their implementation via further policies or have back-up policy documents to support them. In other cases, such as for the Norms and Standards of Educators Policy, it is part of the teacher training in pre-service education and training (PRESET) and in-service education and training (INSET), and it assumes that all teacher programmes should include HIV/AIDS as part of their training. However, even given the above, concern was expressed about the resourcing of the policies, the commitment from within all structures of the DoE to enact this policy and whether sufficient work was done on the ground in preparing educators. There was also a need for clearer planning of exactly how, when and where decisions are made and action is taken.

4.2.6   Strategies for disseminating information

Clear problems exist in getting information and policy documents and back-up material to people on the ground. Strategies need to be developed in this regard. Specific problems were identified in the discussions on individual policies, but there are acknowledged problems in making sure that all educators see and read relevant policies. Access to these

policies often depends on other resources being available within the school or district. Some policies, such as the National Policy on HIV/AIDS, state that the policy should be made available in the media room at the school, but not all schools have this facility.

One reviewer suggested the use of back-up material for the policies of a nature that would further facilitate usage. Posters could be developed and distributed outlining a framework process to implement, for instance, the National Policy on HIV/AIDS. Such posters could guide a school to develop plans to implement, monitor, adapt and evaluate their utilisation of the National Policy on HIV/AIDS (Ebersöhn).

4.2.7 Resources for the implementation of policies

The deficit of resources impacts at a number of levels, including the communication of policies with schools, resources to back up the recommendations of the policy documents, and the lack of background or support material for the policies. Many reviewers felt that the policies made significant statements about assisting schools, learners and communities, but the scale of the resources required was such that these policies were unlikely to be acted upon. This was seen throughout all the policies. While resources and capacity seem key throughout the discussion on implementation, a more detailed breakdown provides additional insight. This indicated to many of the reviewers a lack of insight into the processes and nature of the context in which policies were being implemented on the part of those drawing up the policies.

The issue of a deficit of resources that compromises implementation of the policies can be seen more clearly in this critique of the National Education Policy Act, drawn from a number of the respondents. The policy itself was generally evaluated as excellent in rhetorical terms, but lacking in implementation and recognition of the requirements for implementation. Action has to go beyond a financial commitment to the development of an inter-ministerial strategy that addresses the social aspects that militate against the delivery of quality and equal opportunities for all children. National education policy provides an insight into mechanisms of balancing needs, so as to move towards social transformation to a more equitable society. However, social transformation goes beyond issues of physical access to education and the establishment of policies that address inherent discriminatory practices. Addressing the inherent injustices means acknowledging the unequal social and educational launching points of particular schools and demonstrating, through a systematic strategy, how these schools will be supported financially, structurally and organisationally, so that they may be in a position to compete with their better resourced counterparts. This shows a definite gap in the planning and thinking through of the implementation of this policy. Similar comments were raised about SASA, as this is the policy framework that takes up the implementation of equity.

A particular problem with provision of resources is the variation found across the country – the differences in access to resources across province and district, by class structures in the community and by type of school. This is implicitly recognised in the National Education Policy Act and the Schools Act, which are directed at addressing these problems, but is not addressed in other policies. Instead there is an implicit assumption of full or reasonable access to resources. This is difficult especially in poorer schools and probably blocks implementation. Pre-implementation plans would have to take these variations into account. If this variation is not specifically planned for then there are unlikely to be fast changes in addressing those schools where problems exist.

Resources here need to be considered very broadly and not just as money for development and posts. Another factor requiring consideration is back-up resources such as the Signposts for Safe Schools and the resource book on HIV/AIDS developed more recently. These provide valuable assistance to educators in their roles.

Some of the shortfall in resources is seen as being covered by co-operation with other community structures and government departments. While this is an admirable idea and certainly limits the risk of duplication of resources, these departments are also heavily overextended and may have little assistance to provide. For example, a concern arose regarding the Regulations for Safety Measures at Schools as this recommends working along with local police forces. In many cases schools are some distance from police stations and many police stations are heavily overextended, making this collaboration very difficult.

Specific comments raised about a number of individual projects

The document *Signposts for Safe Schools* also incorporates recommendations for additional security that are unlikely to be met by the vast majority of poorer schools, which are also often those most in need of assistance. The policy states a set of requirements for schools, but does not provide resources or make suggestions on how such resources may be obtained. Schools need to be provided with permanent security and be well fenced to implement this framework and control the movement of people into and within the school premises. A number of reviewers felt that the policy existed in principle only, as the implementation costs would have to be met by the schools:

> With regard to implementation plans, the regulations prescribe that public schools 'must develop action plans to counter threats of violence which have the potential to have a negative impact on school activities'. The implementation plans also require public schools to engage in advocacy campaigns to communicate to the public the status of the schools concerning the regulations and the right to protection against violence. However, resources are not guaranteed in the policy, hampering implementation. (Ngoepe)

Concerns were also raised about the lack of back-up resources for implementation of the National Policy on HIV/AIDS when sources of help identified are insufficient. In addition, the policy does not show the flexibility to respond if the resources are not available to provide the service required:

> It is probable that most educators will require psycho-social support to alleviate HIV/AIDS-related stressors: those infected by HIV/AIDS, those having to cope with infected, vulnerable learners and traumatised orphans, educators burdened with additional workloads due to HIV/AIDS-related absences of their colleagues, educators unable to work productively due to grieving/worrying for their own infected and affected kin. (Ebersöhn)

Specific problems are likely to occur in relation to the SGBs. One of the fundamental principles of SASA is the establishment of an SGB to assist in school governance. There is a danger in assuming that all schools are immediately able to establish effective governing body structures, particularly in communities where fundamental human rights were denied. Paradigmatically, taking responsibility in the ways required by this policy framework requires a level of competence many members within school communities

have not attained. Training and the prescription of roles and responsibilities cannot in and by itself be the only form of capacity building. (Baxen) This needs considerable support from district and school officials, which in turn has the danger of reducing the strength of the community voice.

Some schools may struggle with the responsibility of recruiting and interviewing new staff and will need support in these matters. Gopal raised a particular concern with the SGBs interviewing and appointing staff:

> This is conducive to procedural inefficiency. One major problem is that historically disadvantaged, mainly black schools, and particularly the poor, rural and marginalised among them, may not be fully empowered to implement this process without procedural flaws.

Mdlalose also raised concerns that the selection processes for educators do not always follow the stated procedures, which leads to dissatisfaction. The problems centred around their capacity to perform the role and the need for direction and back-up:

> Educators are not happy about the way in which selection for appointment and promotion is done. The parent component of the SGB seems not to be competent and objective enough to conduct the selection process. The trend is that the person to be eventually appointed is earmarked before the whole selection process commences, and is often from within the school. Consequently, interviews end up being mere window-dressing, which threatens the educators' need for advancement.

With regards to the National HIV/AIDS policy, Gopal noted that the policy suggested the establishment of Health Advisory Committees (HAC) as part of the fight against HIV/AIDS. Again, although this is a good idea, it fails to consider the resources needed to set up HACs nor does it provide direction in crucial areas of concern, as Gopal noted:

> Delegating the setting up and functioning of HACs to SGBs may be open to many perils. Who becomes legally responsible should an individual or individuals of this committee be subject to court action? The policy fails to demonstrate whether the plan of the HAC should dovetail with the school's existing plan nor does it clarify how or when this should occur. It would seem that while the DoE sets out its agenda in terms of its policy, it fails to identify in advance the practical challenges that will inherently emerge.

In the Special Needs Policy document attention is paid to fiscal implications, as well as plans to best address various resources. However, there are clearly insufficient resources for the full or even majority provisioning to be covered. It is also unclear whether the full implications for resources have been considered. (Baxen)

4.2.8   Educators' capacity to perform the tasks required

Many of the policies make assumptions around the role and capacity of educators. This does require some critical examination to ensure that these roles are in fact possible. Additional tasks are being required of educators, without adequate back-up and without adequate consideration of the real load that is now being faced. Levels of support from the department are seen as poor. Particular concerns were raised about the Norms and Standards Policy as this attempts to extend the educators' workload considerably. There

is a more detailed discussion in the policy around these particular sets of problems. Similarly the Personnel Administrative Measures document prescribes a considerable number of additional administrative tasks for educators, increasing their work time and reducing time that could be spent on lesson preparation and so on.

Ebersöhn raised the concern that educators are meant to fulfil a wide range of tasks in the National Policy on HIV/AIDS, including sexuality education, morality and lifeskills education. This is a considerable task for educators and it should not be assumed that this is happening, especially in situations where educators are already feeling extended. There is also possible conflict in that some educators may not feel equipped to be able to complete some of these tasks, either from a perspective of not knowing how to do the task or it not being suited to their particular personalities.

While it is important for teachers to be trained (both pre- and in-service), little attention is given to the nature of training. The principal focus suggested in the policy is training 'about the pandemic' rather than on how, where and under what circumstances the pandemic is spread. There is an assumption that teachers can and are willing to teach about deeply private matters such as sex and sexuality in a public domain. In addition educators are expected to be able to cope with and provide support to learners who disclose to them. This is complicated and needs support from others. The relationship to those who do the counselling and testing and other support systems needs to be clarified. (Jansen)

A particular area of concern is the capacity of the educators to complete the requirements of the Signposts for Safe Schools policy. Given the already high workload of many of the educators, they do not have the time to implement this policy (Mdlalose). In addition insufficient direction and examples or activities are provided (Baxen). This may change with the introduction of further resource material, which is currently still under development.

4.2.9   Requirements for planning implementation

Additional problems raised included lack of clarity on the planning for implementation, and concern about resistance to policies from within the department. This needs to go well beyond the current listing of tasks and responsibilities that is included in some policies. The current policies imply a disconnection between those who develop policies and others who see to their implementation.

The development of the implementation action plans is also the responsibility of the provincial departments of education as they employ the educators. For any policy to be properly implemented, provinces, districts and schools should have implementation plans and monitoring mechanisms that are in line with the original policy document. This provision may be a weakness in a situation in which some of these stakeholders do not have capacity to develop implementation plans as expected.

Pre-implementation or procedural plans should be developed for all policies. These need to include timelines for implementation, short- and long-term objectives and goals, interaction with other sectors of the DoE as well as other stakeholders such as other players in the education sector and other government departments, a clear account of the intent as well as the aims and objectives of the policy, and direction for the

obtaining of resources. Plans and directions for such plans should be addressed in the National Education Policy Act as this stands as an overall directing document for all other policy. The plans do not need to form part of the formal policy document, but can be included as an attachment. These plans can then also form part of the basis for the implementation.

4.2.10 Collaboration with other government departments and communities

A particular strength across the policies is the connection to other areas of community and government – the policies on HIV/AIDS, special education and safety in schools make direct reference to co-operation with other structures. This applies mostly to service provision, with the education sector also playing a collaborative role and assisting, for example, the Department of Health (DoH) and the police in their work.

While the approach of working collaboratively with other departments is to be commended, some concerns were expressed. In some cases these connections were also felt to be insufficiently clear, especially when connections to other sections of government were required. Policies such as the HIV/AIDS policy and Regulations for Safety Measures at Schools acknowledge the need for collaboration between departments and between ministerial, provincial and regional levels, but are silent on the procedural mechanisms of how this might occur. This omission could render the policy symbolic rather than operational. (Baxen) Examples of collaboration with other state departments would include drawing in the DoH to assist with testing and treatment for HIV/AIDS, and the Department of Social Development (DoSD) for assistance with orphans and other vulnerable children.

The policies also do not take into account sufficiently the problems that other government departments and suggested sources of support face. All of the departments suggested here – Health, Social Development and Police Services – face considerable problems of their own.

Several of the policy documents are strongly founded on the key role of parents in education. For orphans there is a need to acknowledge that caregivers, not only parents, are central figures in education. (Ebersöhn) In several of the documents clearer guidelines are required on how to draw in parents.

A further need is for the strengthening and formalising, within policy documents, of inter-departmental and stakeholder collaboration, including with the DoH, DoSD, NGOs, labour unions, FBOs, parents/caregivers and community volunteers. The limitations of these services need to be recognised, as they also have restricted resources.

This collaboration could address policy limitations like expecting all educators to fulfil a pastoral role. Furthermore, collaboration could also tackle partnering with parents and other caregivers to alleviate the impact of HIV/AIDS in education. Role players like labour unions, NGOs and relevant national departments could possibly also provide support – for example, psycho-social support to educators; peer support groups for those infected, and support groups for the remaining affected educators who need to cope with grieving, ill, hungry learners struggling to concentrate, as well as with additional workloads and emotional stressors due to HIV/AIDS-related absences and deaths of fellow educators/kin. (Ebersöhn)

4.2.11 Monitoring and evaluation of policies

Considerable concern was expressed about the lack of adequate M&E of policy or of the implementation thereof. Some limited structures have been established, but the links of these to the policies are not always clear. This is an area that requires considerable development and structuring within the DoE. This commentary on the National Education Policy Act is indicative. A major shortcoming identified was the lack of clear functional procedures for M&E. As with the implementation approaches, the details of the M&E work may be written up in attached documents rather than under the original policy.

There is a great need for M&E to be conducted on all policies and their implementation process. This would help map and evaluate the implementation of, for example, the National Policy on HIV/AIDS, the life skills and HIV/AIDS education; schools' strategic plans to cope with HIV/AIDS; and the *Signposts for Safe Schools* resource book. Such research findings could be utilised to inform and adapt policy and enhance implementation plans, specifically in dealing with HIV/AIDS. (Ebersöhn) A rapid feedback system would allow the DoE to make effective changes to all necessary policy.

Monitoring of factors that the policies aim to protect also requires consideration, such as the protection of the human rights of those who are living with HIV. These violations and kinds of discrimination need to be adequately described and monitored. If this is not done the danger is that the policies may be seen as toothless. Similar monitoring is required around other behavioural or attitudinal issues such as educators who have sex with or rape students, those who are drunk when at school and a range of other constructs listed in the policies.

In the case of the Workplace Policy for AIDS, an evaluation approach is outlined, but this is so extensive that it will be difficult to complete, both with regard to completing all the fieldwork and in the analysis of the data. Balance needs to be maintained between collecting and being able to process and use the information.

Mdlalose questioned the capacity of the education management information system (EMIS) to provide this service. He felt that the real load on educators is not accurately known. The EMIS system is meant to be used by a range of sectors within education for monitoring the progress and effect of policy, but the quality of the data and the difficulty in extracting information considerably reduces, or almost nullifies, its general use.

4.2.12 Context and impact on policy implementation

Overall the implementation of policies has been poorly followed through, with little real consideration of impact, which has led to considerable dissatisfaction among educators. This increases the pressure on educators, especially in a situation of very low remuneration and risk in schools. There are continuous complaints of high workload, poorly thought through implementation of policies and of excessive change over a short period of time. This, more than the actual policies, is leading to the high levels of dissatisfaction and attrition among educators.

One particular problem raised by Mdlalose as an example of the lack of concern for people on the ground was that school managers are not given a transport allowance, despite the high demands placed on them and the requirements to travel for policy or their management roles.

Change must be properly managed to alleviate pressure on educators and to promote effectiveness. The systems for change by the DoE have been poorly managed and implemented, resulting in excessive pressure on schools and educators. The educators, and in turn the schools, suffer in this process as they bear the brunt of the workload, confusion and pressure.

4.2.13   HIV information interventions and treatment

A number of reviewers commented across a range of policies that the analysis of the social problems and risks around violence, HIV/AIDS and drug use was too narrow. A number of the reviewers felt that the policies did not adequately address the underlying issues behind the HIV epidemic. These are seen as arising out of other serious factors that exist in our communities, such as poverty, discrimination, gendered power relations, racism and so on. Gender and sexual violence are not treated sufficiently seriously and are ignored in a number of the policies dealing with related issues.

HIV/AIDS treatment procedures are lacking from all policy documents. This is a serious gap, especially now that the DoH has agreed to start rolling out ARVs. Policy regarding HIV/AIDS treatment procedures should be developed and delineated in policy documents in accordance with governmental decisions. (Ebersöhn)

In the context of HIV/AIDS psycho-social support of educators is crucial. This aspect is not sufficiently addressed in any of the policy documents provided. This issue was only identified in the unions' policies. It is probable that most educators will need psycho-social support to alleviate HIV/AIDS-related stressors such as being HIV-positive, having to cope with infected, vulnerable learners and traumatised orphans, additional workloads due to HIV/AIDS-related absences of their colleagues, and grieving/worrying about their own infected and affected kin. (Ebersöhn)

4.2.14 Care and support of orphaned and vulnerable children

Insufficient emphasis is given in all the provided policy documents to orphans and other vulnerable children (OVC) as a significant section of learners in South Africa. This needs a specific focus. OVC face enormous challenges, and educators are uniquely positioned to provide additional assistance. All policy documents need to be adapted to include specific strategies, both for educators and learners, to cope with, care for and support this vulnerable group in dealing with the impact of HIV/AIDS on their education. Formalising cross-departmental and other stakeholder collaboration by utilising schools as intersections for policy implementation could be one possible means of addressing this cross-cutting issue. A further recommendation in this regard is that each school's 'planned strategy to cope with the epidemic', as defined in the National Policy on HIV/AIDS, should have a specific section on OVC in their planning and subsequent implementation. (Ebersöhn)

4.2.15 Reconstruction of perceptions about schools and education

It seems appropriate to reconstruct our view of schools as merely places of education. The infrastructure of schools lends itself to accommodating various types of services in the context of HIV/AIDS. These do not have to be provided by principals and educators. In terms of the collaborative approach outlined earlier these could be provided by any of the collaborative agencies. These added services at schools could address HIV/AIDS-

related needs and moderate the impact of HIV/AIDS on the education sector. They could, for instance, provide psycho-social support to educators, peer support groups for those infected, and also support groups for the remaining affected educators who need to cope with grieving, ill, hungry learners struggling to concentrate, as well as with additional workloads and emotional stressors due to HIV/AIDS-related absences and deaths of fellow educators/kin. This model of collaboration could also be crucial in the policy development of HIV/AIDS treatment plans such as the provision of ART with the education sector.

4.3   Critique of policies within the DoE

Each of the DoE policies reviewed will be presented in turn, extracting specific critique from the expert reports attached to each policy, with some specific recommendations where possible. Additional input was included from the workshop with representatives of the DoE, where this dealt specifically with one of the policies.

4.3.1   The National Education Policy Act

Embedding the policy within the Constitution is necessary and expected. However, the rights orientation, particularly on individual rights, may raise tensions. The overemphasis of individual rights obscures collective rights and responsibilities. An unintended outcome may be the maintenance of the status quo in some schools, entrenching and deepening rather than reducing unequal opportunities and access. (Baxen)

The system of allocating educators to posts needs to be improved, and the problem of shortages of educators in particular subjects and in certain geographical areas acknowledged. In particular the policy needs to incorporate a method of responding to the impacts of HIV/AIDS on educators and learners who are ill or affected in other ways by the epidemic.

The only active educator in the sample of experts, Mdlalose, raised some additional problems, drawing on his personal experience as a principal:

- He felt that policies were often drawn up with insufficient consultation with educators and educator unions, resulting in unworkable systems and demotivation among educators. He doubted if consensus was ever reached on matters like the PPN and prohibition of corporal punishment, as he felt these issues have caused a lot of controversy and dissatisfaction among educators.
- This policy does not cater for cultural and demographic differences among the different cultural groups.
- The use of other punishment measures seems to be idealistic and therefore ineffective among some population groups like Africans in rural areas. Consequently corporal punishment is still used in some rural schools although ill-discipline and deterioration of the culture of learning among learners are still prevalent. Mdlalose repeated this point in response to a number of policies. He felt very strongly that the falling away of corporal punishment had led to moral decay and a lack of discipline in many schools.
- Mdlalose noted particularly that there are no guidelines for educators who study for a masters or doctorate to feed their research back into the DoE. The policy on discipline was considered to be bureaucratic and coercive.

- Mdlalose also felt that there was a conflict between the national principles and provincial implementation, with some provinces losing out. During conflict over the transfer of educators in the KwaZulu-Natal province, the national programme was ignored. This resulted in some educators leaving the profession because of dissatisfaction about the prevailing conditions of service. In some provinces it appears that these issues are managed better. The National Policy should prevail over these issues.

4.3.2 The South African Schools Act of 1996

Much of the critique of this policy lay in the area of resources for implementation, which was discussed amongst the common points earlier, so will only be addressed briefly here. The major requirement for this policy is the addition of resources, severely restricted over the period of GEAR. Alternatively an open structured plan has to be formulated and presented. This would allow for the resources to be brought in over several years.

There were some specific concerns around implementation, which are outlined below.

Even the commendable ideal of 'compulsory' schooling for all learners may be seriously compromised in the face of the pandemic. In communities where families have been affected by the virus either through serious illness or death, children may not be able to attend school as they have to work or care for another family member, may be part of a child-headed household, or may not have the resources to attend. The policy needs to provide guidance for schools to respond to the needs of these children. It is also unclear in the policy what 'policing' or monitoring mechanisms are established, or to be established, to ensure practicability and implementation of this 'compulsory schooling' clause. Finally does the state have the personnel and other resources to ensure that learners are at school? (Baxen, Gopal)

Concerns were also expressed over the capacity of all schools to create adequately functioning SGBs. These concerns centred on the technical skills required to co-ordinate meeting structures, financial controls, appointment of staff, organise services, and interpretation of policy.

Well-established SGBs that understand and recognise their democratic rights to operate in autonomous ways may establish intentionally or unintentionally 'legitimate' procedures that nevertheless deny access to certain learners and teachers. In exercising their democratic rights, some schools within certain contexts may use aspects of the policy, for example the right to develop a specific, local language policy, as a vanguard against transforming the demographic profile and ethos of schools, thus either entrenching the status quo or creating new divisions and inequalities.

The powerful role of schools in a community, especially a community with low resources, needs to be emphasised. So policies established and educational inputs have the potential to influence communities. (Kirby) Schools will have to be careful in their negotiation with communities to maintain positive relationships.

Gopal expressed concern about the long-term status of educators who are in acting positions. Currently there is an expectation by the educators that they would be appointed to the posts where available, or would certainly get preference for these posts.

This point requires clarification.

The remuneration of educators is out of line with jobs in the private sector. This needs to be addressed if educators are to stay in their posts. (Gopal)

Da Silva made the following direct recommendations:

- The assessment of learner achievement should include an assessment of knowledge and understanding of HIV/AIDS.
- The Code of Conduct should require prevention of discrimination and acting in accordance with universal precautions when dealing with injuries or risk events.
- The SGBs should be required to ensure that their schools are properly equipped in terms of information resources, medical facilities and adequately trained counselling and first aid staff to ensure that preventative efforts are optimised.
- It is also important to ensure that members of SGBs have received appropriate training on HIV/AIDS and the management of HIV risk in their schools.
- It may be necessary to allocate funding for medical treatment to schools in proportion to the HIV risk (prevalence) in the community.

4.3.3 The National Policy on HIV/AIDS for Learners and Educators in Public Schools and Students and Educators in Further Education and Training Institutions

The reviewers agreed that this document plays a key role in that, of all government documents, it probably provides that clearest account of HIV/AIDS and methods to date. It adopts a solid scientific approach and works through the issues clearly and methodically. This is important in the light of the general confusion in government documents about HIV/AIDS, especially in relation to ARVs. Principally, the National Policy on HIV/AIDS was considered to be sound and progressive and its principles broad and well intended. However, the policy is ambitious in its orientation. It challenges schools and educators to provide full and scientific information on safer sexual practices, and to establish structures to protect learners and educators from rape, violence and other inappropriate sexual behaviour. The focus on the school is important as it allows for the direct influence of local context and conditions. The challenge is to find its expression in the day-to-day lives of schools and learners.

One reviewer noted that the statistics quoted in the policy were out of date, but this is inevitable given that the policy reflects the context when the policy was drawn up. This should be addressed and an appropriate method found of reporting on the statistics so that the dating of the figures is not a problem. Some of the terminology also required clarification, such as sexual abuse and sexual violence, especially as the notion of coercive sex in a school setting needs to be looked at carefully. (da Silva)

Baxen noted as important the idea that information be infused within every learning area rather than treated as discreet and as belonging to a specific learning area. Suggestions were made to further refine education on HIV/AIDS, including that all educators be equipped with skills and regularly updated educational material, and the importance of beginning education about HIV/AIDS early be stressed. Building up curricula and lessons that incorporate HIV/AIDS across all learning areas also requires resources.

The notion that each school must have a strategic plan to cope with the epidemic and should be prepared to handle disclosures and be given support to handle confidentiality issues is to be commended. A limitation reported in all consulted documents again seems to be strategies to support principals and educators in actually implementing these policy assignments. (Ebersöhn) These are very complicated areas to work in and educators and principals would benefit from support and guidance. A lot of details on the process and methods of education and on whom to focus on primarily are left open.

There needs to be much greater clarification on how education on HIV/AIDS should occur. This cannot only be didactic; there needs to be creativity shown, including the use of peer educators. Some of this detail is provided in other policies, but then the reader needs to be directed to the policies that provide this information. More resources need to be developed for educators. Teaching in the area of sexuality and death is never easy. It is also difficult to train sufficient educators with the specific skills to work in this field. So educators need to be backed up with resources to be able to complete these difficult tasks. (Ebersöhn)

Insufficient planning is made for the use of peer educators. This is an effective strategy and provisions for it should have been incorporated into this policy. (Kirby)

The fundamental role of the life-skills learning area should be foregrounded in policy documents, as this seems to lie at the heart of addressing HIV/AIDS in schools. Likewise, educator training in and implementation of the life-skills learning area should receive more national and regional focus, as most regions have initiated such educator training processes. Structures to monitor the effect of life-skills training programmes in schools should also be addressed in policy documents. (Ebersöhn)

There appears to be a preoccupation with awareness and prevention but in a limited way. Though the policy provides specific information on how to prevent infection with regard to blood spills, it seems to be reserved on the main cause of infection in South Africa, namely through heterosexual practices. This omission or selected silence is unhelpful, particularly when statistics from antenatal clinics suggest that the fastest growing HIV infection rate is amongst youth, many of whom are sitting in classrooms across the country. (Baxen) The role of both injecting and non-injecting drugs is also dealt with insufficiently. (Garbus)

A worrying underlying assumption is that 'possessing the knowledge' will enable learners and students to make informed sexual choices and decisions. While this might be true for some members of the educational community, it cannot be taken for granted or assumed, especially given disparities among communities around South Africa. The policy fails to address the issue of context – both how the messages around sex and sexuality, HIV/AIDS, and so on, are constructed, produced and reproduced, as well as the social context in which vulnerable members of our society find themselves. Not paying attention to how and where learners and students develop their sexual identities, and how issues of power, vulnerability, subjective hope, and so forth, play into problems learners and educators face in the lived context, reduce the effectiveness of the policy. The biomedical approach to information also potentially ignores important social aspects of the epidemic. It is particularly important to identify groups who are vulnerable, such as women and children, who may need additional support. (Baxen)

There is a need for most policy to go beyond awareness. What seems necessary during this stage of the pandemic is policies that consider issues of management, care and support for vulnerable and infected teachers as professionals. (Ebersöhn) Decisions around the provision of ARVs are a crucial component of this. (Garbus)

An educational programme is needed that considers the vulnerability of learners, especially girl children, in contracting the disease. The social context of the disease is underdeveloped in the policy and needs to be extended to take into account aspects of gender, poverty and access to resources. The stigma issue may also be addressed at an early age through this integrated approach to the curriculum. (Baxen)

A good point of the policy is the attempt to connect the educators with the community in addressing HIV/AIDS, including other state departments, religious and leadership figures in the community and traditional leaders. This would increase the involvement of the community and improve the buy-in to activities by community members, which is important if the messages are going to be accepted. One concern is that the policy makes implicit assumptions about the capacity of communities, their knowledge about and understanding of the disease. This assumption is problematic because there may be many communities who not only deny but also find it challenging to understand and conceptualise the nature and spread of the disease.

The policy is explicit on the rights of the infected individual (for example, access, non-discriminatory practices, treatment, care, and so on) but little mention is made of the growing number of learners and educators who are affected. No attention has been given to the establishment of mechanisms for assistance for those affected, for example children and educators who have lost family members or who live in communities devastated by HIV/AIDS. The impact on certain school communities, rendering them ineffective, is not addressed. For example, what explicit mechanisms will be in place when colleagues, partners, spouses are ill or when children are unable to attend school for prolonged periods of time due to the illness of family members? This extends the challenge of working and living in the context of HIV/AIDS.

Support is needed for educators and learners who have AIDS and are ill, but want to continue attending school or teaching. (Ngoepe) This also needs to be structured into policy norms, as illness is likely to increase the demands on educators. With these increased demands, the PPN may need to be adjusted to provide more educators to schools.

Treatment is not dealt with adequately in the policy. There is a lack of clarity of certain issues, for example, becoming infected while at school. Is an educator or therapist entitled to immediate prophylactic treatment (for example, AZT) after accidental exposure to possible HIV infection (for example, after being bitten by a child or accidentally injured where contact with another person's blood is inevitable and HIV infection is a high risk factor)? Does the DoE cover the costs of the medical treatment of the educator? Will the educator be entitled to monetary compensation for being infected with HIV whilst on duty?

Importantly, ARVs are not directly addressed in the policy. The DoE will have to decide whether to provide long-term access to ARVs to infected educators in their employ, both those in permanent positions and those who work under contract.

Kirby raised queries, from a legal perspective, as to whether sufficient protection was offered to the person who is diagnosed with HIV. The concern was that there are points where a person may be pressurised to reveal their status, such as when motivating to obtain an exemption from attending school. Similarly, while infected individuals have a right to privacy, frequent absenteeism entitles the employer to initiate an investigation into the educator's absence, and to have the educator examined by the state's medical practitioner and their medical status made known, as part of the 'Incapacity Code and Procedures in Respect of Ill Health or Injury'. (Gopal)

A few reviewers raised a concern about the potential of this policy to stigmatise learners who are HIV-positive by separating them out from the other learners. Garbus is concerned that the policy specifies HIV/AIDS-related behavioural problems, and that this may be used to identify the child as different and stigmatise him or her. If this paragraph was included to address specific incidents, then it needs to be rephrased to remove stigmatising language.

Concern was raised over the enforcement of policy. The policy is also vague on what disciplinary steps may be taken against any party if a stalemate is reached when educators and learners refuse to study with or teach a learner or student with HIV/AIDS, or to work with or be taught by an educator with HIV/AIDS.

The provision of compulsory training on universal precautions and the availability of resources, refilled first aid kids, have been shown to be effective in encouraging prevention. The extension and resourcing of these activities and tools should therefore be a priority. (Ebersöhn)

Garbus was concerned that Sections 4 and 6 did not meet all the relevant provisions of the Labour Relations Act 1995. She also noted that there are regular problems with the definition of terms in this policy, which require clarification.

4.3.4   Education White Paper 6: Special Needs Education or Inclusive Education

The strength of this policy lies in the fact that it incorporates a sense of belonging in a classroom and school community whereby experiences of learner diversity, including around diseases such as HIV/AIDS, are seen as an asset rather than a liability. It also promotes a value system that recognises and celebrates diversity arising from gender, nationality, race, language of origin, social background, level of education performance and achievement or disability. (Ngoepe)

The promotion of collaboration between district, regional, provincial and multi-sectoral entities is applauded. As part of the implementation plan, the National Office of the DoE proposes to work closely with provincial Departments of Education and the Departments of Social Development, Health, and Public Services and Administration. In addition to this prevalent attitude of collaboration, specific structures and strategies for such collaboration are provided. (Ebersöhn) Whether these can add sufficient resources remains the problem. It also remains to be seen whether this collaboration works. South Africa generally has had mixed successes in this regard.

The policy mentions poverty briefly as a traditional variable for exclusion regarding special education needs. This reality merits more thorough attention, as an estimated 61% of children in South Africa live in poverty and it often constitutes a barrier to education. The specifics of this impact require research and documentation. (Ebersöhn)

Inclusive education may itself become a challenge to the education system, specifically with regard to the understanding and identification or assessment of barriers to learning and the development of strategies to overcome such barriers. In the context of inclusive education, overcoming barriers means not only identifying those obstacles in the learners themselves but also identifying barriers within the school life such as physical facilities, attitudes and skills of educators that impede the creation of a welcoming school community for all. (Ngoepe, Baxen)

Baxen outlines some conceptual problems that she feels are not addressed adequately in the policy's implementation plan:

• The shift in emphasis from the learner as deficient to the environment as the major barrier to education requires more than merely physical adjustments to schools, on the one hand, and the creation of posts at national, provincial and district level on the other, the latter being a major focus in the document. It requires paradigmatic leaps within school communities, particularly since almost the entire school system is based on the notion that barriers lie within individuals. Assessment procedures from tests in schools to professional support, such as psychological and occupational therapy, all rest on the assumption that learners have to be adjusted to fit into a 'normal' school system, a 'normal' society.

• While there is an acknowledgement in the document that the curriculum can be a source of difficulty, there is no indication in the strategies of how this aspect will be addressed to ensure curricular access.

• She feels that the emphasis is still on 'mainstreaming' on the one hand and 'normalising' the child on the other.

• Social exclusionary devices are unaccounted for in the document.

The inclusion of learners infected and affected by HIV/AIDS, as well as multi-sectoral referral and service delivery, implies an inclusion of vulnerable children in ordinary schools. These clear linkages to infected and affected learners should be spelt out more explicitly in the policy document. An initial approach could be to co-ordinate with other relevant HIV and AIDS policy documents concerning children – in the education, social development, and health sectors. This initial co-ordination could already provide the landscape of policies relevant to learners and in which inclusive education strategies will fit. This map can subsequently provide structures, strategies and models to present a 'caring and humane' educational system for vulnerable children. (Ebersöhn) An example would be to specify that 'vulnerable children in the context of HIV/AIDS will most probably be supported in ordinary school activities; and that early identification and multi-sectoral support' is important. The specifications relating to vulnerable children in the context of HIV/AIDS need to be developed speedily.

One such obvious intersection seems to be district support teams/services. This community-based support system can provide, amongst others:

- Resources for INSET (and PRESET) in the context of HIV/AIDS (for example, skills for identification and referral; and skills and competencies related to the pastoral role of educators);
- Capacity for school management/leadership to develop and implement their 'planned strategy to cope with the epidemic';
- Drop-in centres for easy access to HIV/AIDS-related information/pamphlets;
- Referral to the DoSD for care dependency grants and/or foster care grants;
- Referral to the DoH for voluntary counselling and testing (VCT), treatment, and other clinical services;
- Referral for psycho-social care and support of vulnerable learners (for example, dealing with grief, worry and fear);
- Learner support to help maximise vulnerable children's learning. (Ebersöhn)

4.3.5 Regulations for Safety Measures at Public Schools

The strength of the Regulations for Safety Measures at Public Schools policy document is the framework to reduce violence through the prohibition of dangerous weapons and the placing of restrictions on people who constitute a threat to the safety and security of schools, and to make schools places free of drug trafficking and use. It also has clear and directed focuses for implementation. The document is silent on the HIV/AIDS epidemic and its impact. However, the issues of violence and drug use are core to HIV/AIDS interventions, as both are factors that contribute towards situations of increased risk, so in a circuitous manner this policy will impact on HIV/AIDS. These connections need to be made more directly, and warnings issued. The role of drug use in both HIV/AIDS and violence also needs full explanation.

The regulations do not have a sufficient gender analysis and do not take sexual harassment sufficiently into account. Such harassment could have a significant impact on the victims' access to education, as well as potentially exposing them to HIV/AIDS. The state also needs to recognise the seriousness of these risks and put additional resources into making schools safer for all. (Gopal)

Specifically there is a need to put resources into the implementation of this policy; for example fences could be erected where necessary, security guards employed and the other requirements put into place.

Care will have to be taken in communicating these regulations to the surrounding communities to maintain positive relations. The regulatory nature of this policy may also be interpreted as constraining and create tensions within communities in their attempt to actively engage in the life of the school. It may limit the collaborative possibilities between schools and communities and may lead to schools being perceived as operating outside or aside of rather than as integral parts of the communities in which they are located. (Baxen)

While this is an important policy, the unintended consequences have to be acknowledged and addressed in implementation strategies. It should be presented as regulating unwarranted and unsolicited behaviours that impinge on the delivery of quality education rather than as policing all interactions between school and community. Consideration needs to be given to maintaining a connection between school and community, while still protecting the school and learners.

4.3.6 Employment of Educators Act 76 of 1998

In the context of HIV/AIDS, it seems important that educators' employment is secured, an aspect that the policy makes clear. No dismissal procedures can be initiated by the management of the school without the development and implementation of support mechanisms that give educators a fair chance to protect themselves. With the threat of dismissal not hanging over teachers' heads, those infected or affected by HIV/AIDS may be in a better position to consolidate their work and channel their energies to where they are most needed. However, the adverse might also be true in that this policy can serve to protect those ineffective teachers in the system due to the long bureaucratic processes of dismissal. (Baxen) Confidentiality for people with HIV is supported in this document, but again there is an implicit contradiction, as the educator has to reveal his/her HIV status to obtain the protection offered in this Act. (Mdlalose)

The Act allows for staff to be discharged on the basis of ill health if they are unable to perform in their current roles and no other post can be found for them. In the case of AIDS, this may be a problem because if the teacher begins to use ARVs they may recover full health. It also raises problems regarding how to decide when a staff member is actually not able to continue their work and should be discharged, without this being a discriminatory act:

> The clear underlying principle is that no person may be unfairly discriminated against on the basis of their HIV status. This raises the thorny issue of what constitutes fair discrimination. In terms of the Labour Relations Act, an HIV-positive employee may not be dismissed simply because of his HIV status. However, where there are valid reasons related to their capacity to continue working, services may be terminated as long as fair procedures have been followed. This is consistent with the Incapacity Code and Procedures in respect of Ill Health or Injury. (da Silva)

From the policy covering terms and conditions for educators who are too ill to remain in active duty, consideration could be given to alternative modes of employment, such as marking assistance or the development of curriculum material. (da Silva) This may address the above problem if the period the educator is incapacitated is short and defined. Confidentiality of people with HIV status is guaranteed.

The procedures for transferring of educators were felt to be unclear and the transfer policy is generally causing unhappiness among educators. Many have to work a long way from home and family. The operations of transfers need to be made more open, as is the case with other government departments. This will promote mobility of educators within the system. Mobility has been found to be one of the factors that promotes educator work satisfaction. Mdlalose argued that educators felt out of control in this situation and the policy did not offer sufficient avenues for them to address the problems that they had. He again raised problems in the selection process of educators.

Gopal raised concerns about the evaluation of educators:

> The Integrated Quality Management System (IQMS) focuses on the evaluation of educators for the purpose of pay progression. A panel of appraisers is constituted to monitor the evaluation process. Educators who are infected or affected may

absent themselves without notification and perhaps frequently. This automatically impacts on the appraisal process.

4.3.7 Terms and Conditions of Employment of Educators

The regulatory framework of the Terms and Conditions of Employment of Educators is the responsibility of the National Minister. The strength of this is that there is uniformity across the country, with the implementation and monitoring plans being replicated at a provincial level across the country. (Ngoepe)

Within the context of HIV, the document needs to consider offering ARVs to educators who require them. Da Silva recommends that a study be conducted to assess the extent of medical scheme coverage amongst employees under the education system and the nature of the coverage as it relates to HIV/AIDS. This issue is covered in the present study and will be addressed in the main report.

One key problem with this policy is the temporary appointment of educators. This threatens work security and impacts on work satisfaction. (Mdlalose) These temporary staff often have to sacrifice other benefits and may feel exploited by the DoE. While this is functional for the DoE, it creates problems for schools and the educators themselves.

Greater effort needs to be made to inform educators about the benefits due to them within this and other policies. The fringe benefits should also be considerably improved and better consultation is required between the DoE and educators in establishing these benefits (Mdlalose). This requires better distribution of policy documents and informing educators directly about the policy. He cited the following as an example, but emphasised that the problem was more widespread than just the Home Owner allowance:

> There is not enough consultation between the employer and the employee in the determination of fringe benefits. Home owner and medical aid allowances are very meagre. The meagre home owner allowance has dropped from R910 to R512 over the past few years without information being given to educators. (Mdlalose)

Retrenched and retired educators can be earmarked to provide cover in situations where a number of educators are ill or have died, mainly because they are experienced and have already been trained and this can limit expenditure. This implies multiple benefits:

- Prior investments in these educators' training will continue to pay off;
- The educators providing cover can serve as temporary relief, or part-time staff (limiting remuneration costs);
- The educators providing cover can serve as role models to newly qualified INSET educators – modelling coping mechanisms as well as providing on-the-job examples and references for specialisation areas;
- PRESET can thus focus exclusively on supplying more educators to address the demand for educators, instead of a crisis management model to supply as many qualified educators as soon as possible to address educator demands.

One disadvantage of this approach will be the need to train these educators on HIV/AIDS and on curriculum changes.

Gopal also raised the option of shortening the initial training of educators to one year, with follow-up courses being used to extend the training while working. This has the advantage of increasing the short-term supply of educators and of allowing educators to learn while on the job, and to practise and reinforce the skills that they are learning. To do this, additional support would have to be provided to educators during this phase of their training. Schools could set up their own in-service training and support structures, for which the DoE could offer incentives. Experience of teaching, especially if the educator has learned positive skills, can be recognised as part of training.

Garbus felt that the policy needed to be amended to integrate and explicitly ensure compliance with the Labour Relations Act of 1995, the Employment Equity Act of 1998, and the Promotion of Equality and Prevention of Unfair Discrimination Act of 2000, among others.

4.3.8   Personnel Administrative Measures

The strength of this policy document is that it encourages the allocation of duties and responsibilities in an equitable manner. It encourages management in education to draw on the professional competencies of educators, build a sense of unity of purpose and reinforce their belief that they can make a difference. It also encourages authorities where appropriate to 'allocate authority and responsibility which will ensure the building of human resource capacity'. This policy document is inclusive because in addition to ordinary schools, it caters for schools for learners with special education needs. The implementation of this policy is very clear with specific provisions. Provinces are expected to develop their action plans for implementation. (Ngoepe)

Specifically in relation to HIV, concerns were raised that the sick-leave time is insufficient and that an alternative system of considering the needs of people with AIDS should be developed. (Mdlalose) Other experts felt that the policy was flexible enough to cover for the context of HIV/AIDS, in relation to educators or learners who may contract the virus, and that other policies cover the issues relating to HIV in a detailed manner. Kirby raised the issue of redeployment of ill educators.

Success in the implementation of this policy would require recognition and acknowledge-ment of the changing school environment to include a changed role and orientation towards dynamic roles and responsibilities. In the context of HIV/AIDS, this policy may need to be revisited as the changing educational context may require members within school communities to renegotiate core and extended tasks and responsibilities. But educators could perceive this as overburdening of already overworked staff. The challenge remains then at the level of interpretation and implementation, particularly in contexts where the disease is acute. (Baxen)

The administrative load of the Development Appraisal was felt to put educators under too much pressure and affected the attitudes of educators to the policy. The number of tasks expected of principals also puts them under considerable pressure and makes adequate performance difficult, for example if principals are expected to teach as well as provide management, then one of these roles will suffer. The high educator:learner ratios also put educators under pressure in the classroom and undermine effective teaching and learning. A particular recommendation was made that the time demands of tasks be reduced and educators be given more time in the day for these tasks. (Mdlalose)

The full roles of educators have to be considered in looking at educator:learner ratios. Mdlalose felt that educators' full role is not recognised and they are disadvantaged by this. This may interact with the terms and conditions, and norms and standards of educators.

Mdlalose felt that there are inconsistencies within the policy in payment scales that frustrate many educators, for example differences in salary scales for principals between P3 and P4 schools. Technical problems also arise if a school changes status, with the implication that a principal would have to reapply for his or her job, and that educators may get redeployed. Mdlalose raised again under this policy his concerns about possible prejudice within the SGB when making appointments, and that there is insufficient salary compensation to educators who obtain higher degrees. Educator salaries should increase with additional qualifications.

Concerns were also raised that, despite the post provisioning terms, there are still many schools with over-large class sizes, as the thinking in determining ratios has not been done clearly. The PPN is an endeavour to close the gap between historically advantaged and historically disadvantaged schools. Although the PPN is, for example, 35.4:1 this merely indicates the average pupil:educator ratio. It is not an indication of the learner: classroom practitioner ratio. The educator component includes everyone, from the Level One educator through to principals, SEMs, and so on. Many of these individuals are office-based, so they do not teach in the classroom. So non classroom-based educators should first be removed from the total number of educators allocated on a 35.4:1 basis. The remaining educators are then divided into the total pupil population. Hence there could be many instances where class sizes will be large, often leading to widespread discontent among educators. Large classrooms have been found to be one of the sources of dissatisfaction among educators, especially in rural schools.

In relation to the PPN, Mdlalose recommended that the post of principal not be included in the calculation of educator posts, to allow for efficient management, and that the minimum number of learners to determine a post level be the same for primary and secondary schools. Furthermore, that rationalisation and redeployment be done only after three years should the situation in a school change, and that changes be done before the start of the new academic year.

Garbus raised concerns that the policy needs to be amended to integrate and explicitly ensure compliance with the Labour Relations Act of 1995, the Employment Equity Act of 1998, and Promotion of Equality and Prevention of Unfair Discrimination Act of 2000, among others.

4.3.9   Norms and Standards for Educators

The strength of this policy lies in the fact that it strives to equip educators with some practical competencies that would enable them to respond to current social and educational problems with particular emphasis on the issues of violence, drug abuse, poverty, child and women abuse, HIV/AIDS, and environmental degradation. This strength is extended by recommending access to and a working partnership with professional services to deal with the above-mentioned issues. (Ngoepe)

A number of reviewers raised a key concern about the possibility of this policy working. Baxen raised the following concerns:

- One of the challenges inherent in the conceptualisation framework of this policy is that it offers multiple interpretations. The policy provides a well-articulated form and structure but does not make clear the nature of the core content perceived as fundamental in the training of teachers. This assumes that a common understanding exists, within and across tertiary training institutions, of the needs of teachers and contexts of teaching.
- Another concern pertains to the interpretation of this policy as a curriculum where educators are taught about their respective roles, and assessed accordingly, rather than a focus on them demonstrating competency of the role in a particular educational environment. This may be more an issue of focus within the training of educators.
- Within the context of HIV/AIDS, an overemphasis on the measurable demonstration of competence as the key indicator of a 'successful' or 'effective' teacher may minimise the need for teachers to develop empathetic competences that are not measurable in terms of output but that find expression in their approach to colleagues and learners who are infected and affected.

Ebersöhn felt that the documents are laudable, but probably idealistic as:

- It is doubtful if for example 'counselling and/or tutoring learners in need of social or learning problems' is possible for all educators in terms of personality.
- Likewise, overburdened (maybe even burned out) educators may struggle to even attain goals within their area of specialisation.
- Although policy spells out that 'Appropriate course content should be available for the pre-service and in-service training of educators to cope with HIV/AIDS in schools', these resources still need to be developed.

The policy also ideally recognises the figurehead role of the guidance counsellor to deal with HIV/AIDS challenges in the Senior and FET phases, yet in reality the guidance counsellor has ceased to exist as a consequence of the PPN. Thus educators who are not skilled in counselling are coerced into dealing with counselling and may not necessarily be successful in doing this. This may lead to added frustrations on the part of both educator and learner. The policy also makes reference to educators being 'role models with whom learners and students can easily identify'. This does not recognise that these very educators may themselves be infected and without any support. (Gopal)

More support and training is required to address some of the core competencies, especially around community, citizenship and pastoral care. These require considerable time, which educators often do not have. The expected critical reflection on aspects of HIV/AIDS requires expert knowledge that the educators may also not have. (Mdlalose)

Although the policy touches on the issue of HIV/AIDS, it does not provide a framework on how HIV/AIDS should be integrated into teacher education programmes. This means that for the HIV/AIDS pandemic to be given more attention, the policy should provide a clearly defined framework on how the issue should be integrated into teacher education programmes, whereby it can even be taught as an independent learning area within

such a programme. Other reviewers felt that there is flexibility within the policy to give educators direction on HIV/AIDS, and that HIV/AIDS is implicit in all these proposals, due to the National Policy on HIV/AIDS. (da Silva)

One reviewer, Jansen, took a far harsher critique of the policy:

> This document presents a categorical schema on new and desired teacher identities embodied in specific statements of competences and roles. It is highly categorical and administrative in its presentation…There is little sense of how these categories are supposed to be made real in the lives of teachers; there is no implementation pathway specified or promised; there is a voluntarism assumed – providers will decide how to implement or achieve this elaborate statement of performances; and once again throw-away statements appear – 'educators will need some proficiency in more than one official language' – which, if past policy stipulations are anything to go by, will simply evaporate on the harsh landscape of educational practice.

Gopal raises some concerns with this policy in that it conflicts with other policy moves from the DoE:

> Fulfilling an obligation in terms of educating learners about HIV/AIDS is a mammoth task that the state has made mandatory through its policy. However skilling educators adequately with a specific HIV/AIDS curriculum does not emerge as a policy prerequisite for dissemination of HIV/AIDS education. The sudden emergence of this policy bringing ordinary teachers into contact with a curriculum discourse completely foreign to their understanding and practices is a major task. It is not uncommon therefore for educators to fail in their integration of HIV/AIDS education in their existing curriculum, especially if they were not consulted in the course of developing the approach to HIV/AIDS education. This was in part a consequence of the suddenness of the HIV/AIDS emergence in policy documentation. There is also no reference to the implications of HIV/AIDS curriculum in schools within the assessment frameworks, which allow it to proceed in isolation and perhaps marginalising its implementation.

While the various Acts bring into focus the responsibilities of individual school sites when dealing with HIV/AIDS, they fail to mention the support the state will provide in terms of addressing the needs of infected and affected learners and educators. (Gopal)

Working within a human rights framework in South Africa compels educators to be sensitive to a diversity of contexts and issues. In the light of this Baxen advocated that educators receive input in the following areas:

- HIV/AIDS: knowledge about, but more importantly, developing an understanding of the social and cultural context in which this pandemic finds expression. This could include understanding the social impact of the pandemic;
- Values, democracy, citizenship and human rights education;
- Understanding difference in schools: going beyond diversity and multicultural education;
- Roles and responsibilities of teachers within changing contexts (for example, policy and policy implications) and so forth.

4.3.10 Signposts for Safe Schools

The proposed well-articulated systematic collaboration between two ministries, the DoE and South African Police Services, is a good signifier of a concerted effort being made to address the social factors that militate against educational success. It does not only identify factors that create unsafe environments in schools, but goes further to provide some suggestions on intervention strategies that could help in turning schools into safe environments for both learners and educators. (Ngoepe) If successful this policy could significantly contribute to the creation of a nurturing and conducive environment for education.

There is a lack of recognition of the factors underlying the social problems addressed in the policy. Establishing and maintaining safer schools goes beyond ensuring a safer built environment and the identification of markers, gangsterism, bullying, drugs, and so on, that militate against their successful operation. It means paying attention to those aspects that are sometimes invisible yet pervasive, such as racism, gender inequality, xenophobia, bias practices, and so on, aspects on which this document is silent. (Baxen)

The document provides strategies and some models of good practice but these seem based on reactive rather than proactive models of intervention. The ultimate challenge would lie in examining how, within the institutional, structural, organisational, methodological and pedagogical approaches and explicit and hidden curriculum, schools in themselves perpetuate and entrench practices that reproduce victims and perpetrators. This may mean developing systematic, comprehensive programmes (that address the above-mentioned issues) and strategies that, while addressing the immediate challenges individual schools may be experiencing, also focus on long-term change. (Baxen)

The implementation of the policy may cause fears for educators that they would be put at risk. Within some contexts, teachers may resist, fear or withdraw from either identifying vulnerable children (or those at risk) or from isolating perpetrators for fear of being victimised outside the school environment. Acknowledging and understanding the potential dangers teachers face is critical since this may be part of why they resist participation. As such, the teacher as the identifiable agent of change needs also to be the target of capacity development programmes that address their own fears and vulnerabilities. (Baxen)

Premised on a rights discourse, an inherent danger may be that, in paying attention to maintaining the rights of perpetrators – for example, the right to remain in school, not be removed from class, and so forth – the rights of the rest of the school community in general, and the victim in particular, may be encroached on. (Baxen)

Garbus was concerned that sexual violence and harassment be given more focus, with clear guidelines being made available for protecting victims from further abuse, and mechanisms for redress. The relationship between substance use and HIV risk also needs to be made clearer.

Kirby felt that more emphasis should be given to the issue of stigma and discrimination. He also raised concerns about the clarity of expression in the policy, particularly as regards the impact and use of drugs for HIV/AIDS.

Strategies to enable parents/caregivers to function in partnership with schools should be facilitated. Parent enablement training could be done in conjunction with a collaborative service delivery model at schools by, for example, labour unions, NGOs, or Departments of Education and Social Development. If this training was developed as an accredited course the parents/caregivers would also benefit in terms of an accredited training certificate. Partnering educators with parents in such collaborative structures could have multiple benefits for education at large, especially within the context of HIV/AIDS. As the pandemic is signified by stigma and discrimination, trust is imperative for education, prevention, care and support initiatives. Including parents/caregivers implies that their resources, strengths and capacities are recognised and mobilised for education in the context of HIV/AIDS and for education at large. (Ebersöhn)

Mdlalose raised a number of problems, drawing on his experience as a principal:

- Safety and security in schools should be offered as a subject and a specialist educator should teach this subject. Part of this training and role should cover HIV/AIDS.
- The DoE should ensure that all schools are properly fenced and should appoint two armed security guards per school, one to work during the day and another to work at night.
- The DoE should annually audit crime and violence incidents at schools to be able to make informed decisions regarding preventive measures.
- A clear strategy for the distribution and motivation of the policy and systems for M&E is required.

4.3.11 Department of Education Workplace Policy for HIV/AIDS

The importance of the document centres on its legal clarity, which clearly outlines acceptable and unacceptable behaviour, and on the compassion shown. Zero tolerance is shown for discrimination and there is recognition of the impact of HIV/AIDS on the extended family. The need for collaboration across departments in order to facilitate implementation is also recognised. (Ebersöhn)

The policy over-emphasises addressing aspects related to levels of knowledge, discriminatory practices and attitudes. This may detract from the more serious issues pertaining to spaces where the knowledge, attitudes and practices are developed, produced and reproduced. Messages and knowledge about HIV/AIDS find expression in complex discursive spaces where, for example, male and female teachers are not necessarily treated equally, fairly and justly. It is within these spaces that teachers have to interpret their personal and professional roles, responsibilities and lived experiences. It is also within the complex spaces of home, school and community where teachers have to work, live and respond to the pandemic, a space unaccounted for within this policy. (Baxen)

There should also be urgency in driving the training endeavours foreseen in this policy. Training is seen as the building block to equip educators to cope with HIV/AIDS. The training programmes highlighted will enable educators not to discriminate; to know where and how to test, counsel, disclose; to empower them to change their lifestyles; and to be caring and supportive. Until the training has been done the policy rests on weak pillars. (Ebersöhn) The training should also attempt to take into account the points raised by Baxen above.

Responses beyond awareness are required. At this stage of the pandemic policies should also consider issues of management, care and support for vulnerable and infected teachers as professionals. (Baxen)

The policy does not have a clear strategy on providing additional support for schools whose staff are affected by the pandemic. This would mean that healthy staff might suffer additional emotional, psychological and physical stress as a result of the extra workload. (Baxen) A plan is needed to assist those schools which are more affected by HIV/AIDS in order to support the remaining educators. The quality of teaching and learning is also a cause of concern when educators become physically ill due to AIDS, and so may require additional assistance. Strategies could include recruiting and reappointing retrenched, retired and unemployed educators. One option is to use pre-service educator students. In this regard the Postgraduate Certification Education learnership-system at the Faculty of Education, University of Pretoria, could prove beneficial as students spend the majority of their training time teaching under supervision at schools. (Ebersöhn)

Another concern about this policy is the absence of consideration of learners and their rights. A focus should be included on the rights and obligations of educators towards learners in the workplace in the context of HIV and AIDS. (Ebersöhn)

According to this policy's implementation plan, the department will develop and implement an HIV/AIDS programme. The plan states that each province and the national office should appoint an HIV/AIDS workplace programme co-ordinator who will set up a working group and lead the implementation of the programme and monitor progress. He or she will liaise with local AIDS service organisations and draw on other community resources to supplement the DoE's response. Quarterly reports to monitor and determine the successful implementation of the programme will be submitted. Evaluation of the success of the programme will be determined through regular discussions and surveys using the baseline. This is a large evaluation process that will take considerable energy and resources to implement, but it is impressive that this detail has been included. However, it still needs to be backed up by a more detailed set of instructions and targets. (Ngoepe)

4.4   Union policies on HIV/AIDS

The union policies are examined separately as they operate within a different system to the DoE, even though they are both being applied within the education sector in South Africa. The unions and the DoE have different roles, infrastructures and obligations. Each of these policies was only really analysed by the experts and in the survey where a number of questions were directed at the union membership.

4.4.1   Sadtu's HIV/AIDS policy

The strength of this policy lies in the fact that it is based on and guided by the principles flowing from the Bill of Rights of our Constitution, such as non-discrimination, equality, privacy and confidentiality. This means that a union can seek legal recourse in the courts of the country in the event that the provisions of its policy that are based on and guided by the Constitution are violated. Another strength of this policy is seen in the union's intention to work with other organs of civil society, such as NGOs and the DoH, that are actively involved in the campaigns that are aimed at reducing the effects of HIV/AIDS.

As such the document adopts quite an activist agenda, aiming to use campaigns and advocacy to promote change.

The document includes obvious variables such as non-discrimination, awareness campaigns, treatment; decreased infection and changed lifestyles. Strengths of this policy are the inclusion of care, support and counselling components; involving volunteers from communities to partner with educators and the union; cross-sectoral collaboration; as well as mobilising of existing resources in communities:

> The strength of this policy lies in the strategies to attain the vision, mission and objectives. I applaud the divisional approach (focusing specifically on what needs to be done in the union, in the education system, as well as in communities) as this reinforces accountability. I congratulate Sadtu for acknowledging the families of those infected and affected in addition to the communities in which educators live and work. I propose that the explication of 'community' should include community role-players such as caregivers. (Ebersöhn)

This policy has an implementation plan, which includes creating its own workplace policy and programmes which are in line with the DoE National HIV/AIDS Policy. The implementation plan seeks to provide universal precautionary materials for both men and women at union meetings. It also aims to run ongoing advocacy campaigns through the union publications, sports, art and culture and the budget that has to cover all the levels of the union. (Ngoepe)

Some sections of the document require more work. The stipulated strategies should be further expanded on in terms of action plans – specifying, for example, what a care and support structure entails, how such a structure should be implemented, who will be implementing it, and how and by whom said implementation would be monitored. This greater detail would facilitate implementation and evaluation. Specific strategies to incorporate care and support for OVC in the context of HIV/AIDS need to be developed to assist educators in this process. In- and pre-service training of educators should cover material to:

• Enable educators to support vulnerable children in their learning;
• Provide a formalised forum for raising awareness and gaining HIV/AIDS information;
• Facilitate the acquisition of HIV/AIDS curriculum-based competencies and skills.

One weakness in the Sadtu policy is the absence of an exit work plan for its members who are incapacitated by the pandemic and who are no longer productive in their work. The union should have such a provision in this policy document so that it can proactively help its members before their inability to perform their duties at their workplace becomes the burden of the employer. (Ngoepe)

A more critical view from Baxen sees:

> A glaring omission is an operational strategy that delineates how any of the aspects above are to be addressed. What is described as 'strategies' in the policy mounts to nothing more than rhetoric that reads more like a wish-list of what the union would like to achieve, with no substantial strategy of how this might be achieved. These seem more appropriate as objectives that require an operational plan.

Baxen was also concerned about the overemphasis on activist approaches:

> The language and style of the policy was felt to be too rhetorical. Some of the campaign objectives, such as 'to campaign for a change in lifestyle' or 'to advocate an integrated approach', were also felt to be unrealistic and unattainable. Greater clarity and explanation was also felt to be needed in relation to the use of the term 'infusion' as a system for incorporating HIV education into the general system.

Baxen was also disconcerted by the lack of internal logic in what the union seeks to address. Further, there does not seem to be an overarching plan that 'holds' the document together. In fact, it does seem that the 'policy' was developed without some form of baseline profile of the needs and issues faced by members. She felt that the policy does not reflect a deep understanding of its membership, one that seeks to address real issues with real workable, attainable solutions. These issues include considering the profile of its mostly female members and what that means in terms of the contextual and social realities they face, the difficulties associated with behaviour change, levels of awareness and knowledge and so on, and how these inform and are factored into the policy. Some of the points suggested are simply undoable. What this results in is a policy that remains at the level of rhetoric, a good idea and nothing more.

While the development of this 'policy' is as recent as March 2004, little in its structure suggests that the union has used lessons from research in rethinking and reshaping responses to the pandemic. Responses and strategies are presented as simplistic and unproblematic and, more often than not, are addressed as issues that are either covered in existing policies pertaining to teachers and schools or addressed in more creative ways by various organisations, for example, issues of advocacy by the Treatment Action Campaign (TAC).

It seems that the union is attempting to do too much at too many levels (evident from the volume and scale of the issues proposed). It proposes to address the pandemic at systemic, managerial, school, classroom, personal and professional levels. Within these levels it proposes to address issues that are of a legal, curricular, pedagogical, pastoral, support and care nature. All of this constitutes an enormous task! What it does not seem to do is consider what is needed, who is best available to do the job and how the job can best be completed. Questions about which area in the union is best suited to make the biggest contribution are absent. Often, attempting to do too much at a range of levels can be overwhelming and may debilitate those tasked with implementation, particularly in this instance where there is no clear implementation strategy. Drafters of this policy may need to re-examine the needs of members, find out what is already being done well by other organisations and seek a niche in which, through a 'real' policy, the union could best serve its members. This should progress beyond advocacy and awareness to understanding teachers as individuals and professionals who need more than information to enable them to teach about deeply private issues associated with HIV/AIDS.

Baxen raises another critique that the policy does not pick up sufficiently on care for its members:

> There seems to be an assumption that the responsibility for addressing HIV/AIDS lies elsewhere, outside of the union. This seems to produce a limited role for them

to play, one that concentrates on awareness and 'conscientising' rather than, for example, an expanded role that includes care and support for those affected.

4.4.2   Naptosa's policy on HIV/AIDS

The proposed implementation plan seems to focus on the rights of the infected individual in the context of HIV/AIDS, but there is no strategy for those affected in other ways. Support for educators dealing with problems in schools is largely left unattended. Implementation is deferred to branch meetings of affiliates, without clear direction on how this is to happen, with what resources, and who is responsible. Most reviewers felt that inadequate methods of M&E are applied. The policy encourages awareness campaigns but does not provide specific guidelines on their implementation, so that some of these campaigns may be too broad or be misunderstood by members and may end up not achieving the desired outcomes. Its strength is that it builds on other policy documents, which have already been noted in relation to issues of non-discrimination, confidentiality, disclosure and testing. This will also assist implementation.

The policy is split between visionary ideals and what is practical. This is similar to a number of other policies discussed in this report and a debate on these issues is required.

A danger in this policy is that it is too heavily based on the difficult strategy of voluntarism, relying on volunteers and well-meaning stakeholders to act on this policy either to check compliance or to assess knowledge or review school plans. (Jansen)

The legalistic nature of the policy, particularly its approach to M&E, is problematic in that its focus is on whether or not procedures have been followed, and whether members know of policies, rather than on the extent to which members find value in the policy. The policy does not address additional training by the union that may enable teachers to understand:

- The social, economic and cultural nature, context and impact of the disease;
- Their role in teaching about, and in, the context of HIV/AIDS;
- Their rights as affected members;
- Their roles and responsibilities within a changing social environment.

Section five: Implementation, monitoring and evaluation of DoE policies
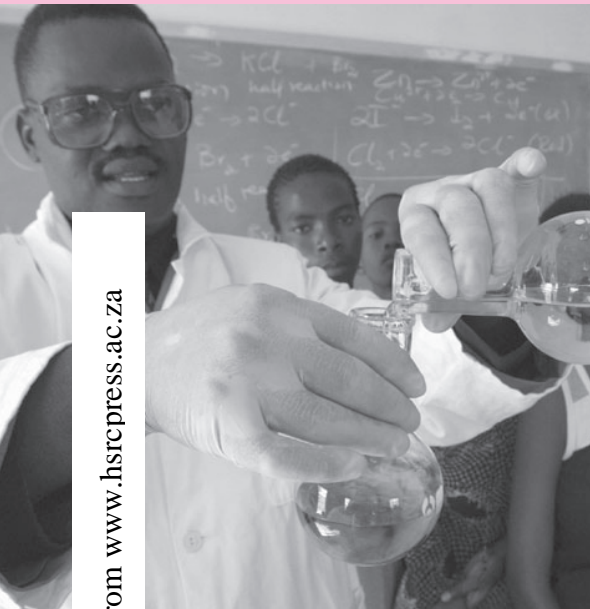
- Introduction

- Implementation practices in general

- Disjuncture between policy and practice

- Monitoring and evaluation structures at national level

- Implementation and evaluation input from DoE workshop

- Overall comments on the implementation of policy

- Overall comments on the monitoring and evaluation of policy

5. Implementation, monitoring and evaluation of DoE policies

5.1 Introduction

For policies to have a life beyond the paper they are read from, there needs to be a process of implementation, as was discussed in the earlier review. This discussion draws largely on a summary of the workshop held with section heads within the DoE on aspects of implementation and M&E. As such it reflects an internal perspective from within the DoE.

5.2 Implementation practices in general

This report describes the processes since 1994, when the DoE was restructured, with the advent of democracy. From 1994 to 2001, the focus of the DoE was mainly on integration and providing basic systemic functionality. This was necessary in the post-apartheid era, to move the system beyond the disparities inherent in the system and the extensive problems in the old structures of education. The work has involved drafting a new curriculum, integrating multiple education departments, setting symbolic policy frameworks, developing substantial procedural policy, beginning a process of obtaining equality in resources for schools, and breaking down the racist stereotypes and practices that governed the previous regime. This was a huge task, given the dysfunctionality and fragmentation of the education system under apartheid.

Since 2001 more substantial implementation of new policies has progressively shifted to the fore. Obviously the huge changes that have been taking place in the education system arise out of the implementation of policy and the restructuring of the education system to fit into that vision. However, there have been considerable gaps arising both from the sheer weight of the tasks and insufficient resources. New effort is being directed towards these goals of implementation. Levels of implementation also vary considerably. As a general principle those schools and districts with better resources are able to implement policy a lot more effectively. For example resources for HIV/AIDS education are more available within the richer schools. This uneven process of implementation needs to become a central point of focus.

Policies are developed at the national office of the DoE with input from other sectors. There is likely to be consultation with a broad range of stakeholders, especially with those bodies included within the ELRC, over this time, to ensure that the policy meets with the highest level of support. Input will also be drawn from the provincial offices of the DoE, but the final drafting of a policy is the responsibility of the national office. Specific responsibilities lie within different sections of the national office. Table 5.1 outlines the statutory bodies involved in the implementation and evaluation of new policies.

Table 5.1: General structures within the DoE

Statutory bodies	Key functions
Council of Education Ministers (CEM) (Minister of Education and MECs from all provinces)	To promote a national education policy which takes full account of the policies of the government, the principles, the education interests and needs of the provinces. They also share information and views on all aspects of education, and co-ordinate actions on matters of mutual interest to the national and provincial governments.
Head of Education Departments Committee (HEDCOM) (Director General and Heads of Department)	To facilitate the development of a national education system in accordance with the objectives and principles provided for in the National Education Policy Act. To share information and views on national education and co-ordinate administrative action on matters of mutual interest to the education departments.
UMALUSI (reports to Minister) An independent statutory body	To assure the integrity and quality of the Senior Certificate examination process. It is in charge of certification, norms and standards of curriculum and assessment of Grade 12 pupils.
South African Qualification Authority (SAQA) (reports to Ministers of DoE and DoL) An independent statutory body	To oversee the development and implementation of the NQF. This is done through the formulation and publishing of policies and criteria for the registration of bodies responsible for establishing education and training standards or qualifications. It provides accreditation of bodies responsible for monitoring and auditing achievements in terms of such standards and qualifications. It oversees the implementation of the NQF by ensuring the registration, accreditation and assignment of functions to the bodies referred to above, as well as the registration of national standards and qualifications on the framework.
Council for higher education (CHE) An independent statutory body	Its main function is to contribute to the development of the higher education system, which is characterised by quality and excellence, equity, responsiveness to economic and social development needs and effective and efficient provision, governance and management. Advises the minister on all aspects of Higher Education.
South African Council of Educators (SACE) Statutory professional body	To enhance the status of the teaching profession through the promotion of the development of educators and their professional conduct. It attends to the registration (and deregistration) of educators; sets, maintains and protects educator ethical and professional standards (Code of Conduct took effect in 2000).

Statutory bodies	Key functions
National Board for Further Education and Training (NBFET) An independent statutory body	Advises the education minister on matters relating to transformation of FETs.
ELRC (Made up of representatives from the DoE, SACE and all the educator unions)	To provide a quality, effective, efficient and unpartisan administrative and facilitative mechanism for labour peace and for the development of a quality education sector.
National Students Financial Aid Scheme (NSFAS)	Provides financial assistance to academically deserving and financially needy students through the allocation of loans and bursaries.

The formal role of implementation at school level is usually in the hands of the provincial and district structures of the DoE. The national office develops policy, in consultation with the structures outlined in Table 5.1, and should ensure that adequate resources are in place for the implementation of such policy. Without resources, any policy is immediately hamstrung and becomes a point of conflict. The provincial and regional offices are expected to implement the policies at school level, which means that they have to inform all schools and other structures under their jurisdiction, ensure that the resources are in place, that the required communication and referral systems are operational and that the guidelines in the policy are applied.

Given that there have been longstanding problems, a particular effort now needs to be made to ensure that policy is implemented uniformly. There are also new policies and regulations being developed on an ongoing basis. These will require implementation processes of their own. Implementation is a critical part of the promotion of the education system and development of quality education approaches. To ensure that implementation has happened and is effective, the M&E system needs to be introduced simultaneously. The implementation of policy, and the M&E thereof are intended to take place at different levels – national, provincial, district and school. In theory there should be many linkages between all these levels to ensure rapid feedback and co-operation, but this has not been practical. The size of the system, particularly the number of schools, and the processes of transition have restricted the capacity of the Department to implement, monitor and evaluate. Linkages and systems can develop, but these will take time and considerable energy from those who are initiating the process.

There needs to be a recognition that implementation of policy is not a straightforward rational process. Policy contains within it political approaches and understandings, which elicit different responses, which in turn produce different levels of co-operation. Implementation is also dependent on having adequate resources available for the targets to be met. Such dynamics have left considerable gaps between what is envisaged within policy, and the reality in practice on the ground.

The principal level of responsibility lies at the provincial and district level, as it is these offices that have to ensure that there is adequate distribution and understanding of policy. They are the prime group who should motivate and support the implementation of policy. Historically the problem has been the availability of resources to oversee implementation. In practice, the distribution of policy documents and general information flow has been very weak, especially at district level. The DoE's databases of schools and district structures are missing key information, such as school addresses, and contain incorrect contact details in a number of cases. On occasions the lists will only have an address for an educator who teaches at the school. Some schools do not have a telephone or a fax machine. Such problems may extend to district offices, some of which are under-resourced to the point that they do not have a telephone or transport to deliver copies of the policies to the schools and inform the staff about the policies. The extent of the responsibility and tasks allocated to these offices may also make delivery difficult, as the overload of recent policy and structural changes has increased the pressure on these offices considerably.

The DoE has recognised the limits of the cascade model adopted to distribute knowledge about policy. In the cascade model, some educators are brought in for specialised training, and then on return to their schools they are expected to train other educators. This was found to be ineffective as it is difficult to find time to pass on the information and much of the information is lost. Instead, a system of peer educators is being considered, especially with respect to HIV/AIDS policy. The advantages of this new system will have to be evaluated. This change indicates that there is development, problems are being considered and remedies put forward.

5.3 Disjuncture between policy and practice

The participants in the second workshop recognised that there is no simplistic transition between policy and practice. Policy is inevitably reinterpreted by those who implement it, and much of the policy that has been distributed by the DoE has not been adequately supported by planning and preparation prior to going into the field. This is a mixture of intentional alternative use for political or personal purposes and misunderstandings of the intentions of the policy. Generally it was felt that there had been too many policy developments, which the system was unable to absorb and implement. For the present, there needs to be a halt on new policy, with the focus being on the implementation of what is already on the table. For policy to work there also have to be structures and contexts that allow it to work. These include systems of distribution of information, clarity of understanding between officials, a positive organisational culture and communication systems between the different levels of offices. These need further development for adequate implementation to happen.

A concern was raised that only the legislated policies are enforceable by law. This arose out of a court challenge against the application of policy. Some of this can be addressed by the production of regulations and providing adequate preparation as is addressed elsewhere in the report. It is important to place the policy in context and to underline the basic intention of the policy. An example given was that SASA could be used against its intention to maintain exclusivity and restrict access. The links and connections between policies need to be identified so that a full picture can be put forward to all stakeholders, especially those implementing the policy. This would facilitate understanding and a fuller

implementation, but given the number and breadth of policies developed, this could present a considerable challenge. Emphasis was also placed on the need to monitor implementation so that policy can be adapted. There is also a need to look at the theory of how policy influences change on the ground.

It is also important to consider communication and relationships within the DoE. The national office develops policy, but it is the provincial offices that have to implement this. A conflict arises between national control and provincial independence. Most provinces assume the right to adapt policy. National control may facilitate uniformity throughout the system, but it restricts the capacity of the provincial offices to show innovation and to adjust to the context of education in their province, and limits the development of their own identity at provincial office level. Issues of regulation and control are familiar problems for large organisations and for the implementation of policy and need to be carefully dealt with, as excessive control leads to a culture of passive resistance. One particular area where this has caused concern is in the training and selection of educators by provinces.

Specific issues of working with educators need to be considered, especially as the felt identity of educators impacts on how they are likely to perceive and respond to policy. One concern reported was that the policy documents were felt to treat educators as public servants, whereas the educators perceived themselves to be professionals and wished to be treated as such. These points of respect are crucial for developing co-operation around new ideas and methods of operating. Educators were also reported to have raised concerns about the political nature of some of the policies, in which educational issues appear to take second place to issues of political principle. Educators and officials were also concerned about over-regulation, which constrained the space for educators to work effectively and to show personal creativity and innovation in their role. Regulation was felt to reflect a lack of trust and respect for educators and to show a political and controlling emphasis in the policy. This is an extension of the conflict that exists between the national and provincial offices.

Implementation also requires a greater level of collaboration between the different parties involved. Involving unions, the professional association (SACE) and other related NGOs would facilitate additional trust in the policy and the distribution of information. This would involve the further development of relations between these groupings and greater participation by all in the development of the policy. Again this involves the national office of the DoE giving up some control, which may be a significant point of tension.

5.4   Monitoring and evaluation structures at national level

Leadership on M&E also comes from the national level, where the major design of systems happens and national evaluation structures are outlined. All Heads of Departments are responsible for M&E and for reporting on the global impact of policies on different issues in the sector. At the national level, there is a Planning and Evaluation Branch, which is responsible for monitoring, evaluation and strategic planning. There are a number of current problems in relation to its operation. M&E is currently underdeveloped, as for most policies that directly impact on schools or educators at an operational level, the policy and backup resources are still being developed, training on the policy is either not in place or is still in process, and the structures and resources to

implement policy are not fully in place. Many of the policies directly relating to educator competence require that educators receive additional training and it was felt that it would be unfair to judge people who were not trained or developed to implement the legislation.

On policies governing the systems in the Department, the information that does exist and is used to evaluate policy is gathered mostly on a convenience basis, drawn from meetings, reports and chance encounters. In most instances the information has been anecdotal because there is no fixed systematic methodology and the information provided is dependent on who attends meetings or who was prepared to submit comments.

An M&E system would ideally place considerable reliance on the regional and district offices to collect ongoing information from the schools under their jurisdiction and to identify situations where problems arise. However for these district offices, the collection of M&E information may be even more difficult to achieve than is the case with implementation. M&E requires additional skills and time to be able to accurately assess effects and impact. Having said this, a considerable amount of information is already collected at school, district and provincial level using existing protocols to generate information. These are outlined below.

A number of structured evaluation systems exist within the DoE and are listed in Table 5.2. These are not directed specifically at the evaluation of policy, but important data can be drawn from them. These have the advantage of being co-ordinated at a national level, so are more firmly under the direct influence of the national office, where the greater resources are housed.

Table 5.2: National systems of evaluation

Systemic Evaluation 2003: This is designed to assess the education system's achievements of set social, economic and transformational goals. It does this by measuring learner performance as well as the context in which learners experience learning and teaching. It is intended to evaluate three grades of the education system, namely, Grades 3, 6 and 9.

Package of integrated system performance of teachers: This new assessment approach will be used to evaluate educators in their multiple roles. This policy is very new and being implemented at present. The full structures for the evaluation also still have to be developed and tested, and so have not been applied thus far.

Whole School Evaluation (WSE) policy: This policy monitors and evaluates the overall performance of schools, quality of teaching and learning and the educational standards achieved in the system. It also aims at developing methods and indicators for long-term M&E by the school, district and supervisory levels to increase levels of accountability within the system. It replaces the old inspection system. Stratified random sampling is used for the selection of schools to be evaluated. All schools should be evaluated on a five-year cycle, but specific schools that need particular evaluation can be done when necessary. Schools at nodal areas are sometimes selected as a priority because of their situation around poverty-stricken areas or because of other problems that have been noted in the school or district. Where there is an urgent need to improve the conditions at certain learning sites, follow-up surveys will be conducted within 6–9 months. This is a huge task, but should provide very good quality information.

Integrated Quality Management System: This includes three components, namely the WSE, developmental appraisal including both individual and peer evaluation, and performance appraisal which looks at achievement measures. Much of this information is collected at district level and then needs to be integrated into national data sets.

The School Register of Needs (SRN), which was not raised by the participants in the workshop, constitutes an additional source of data on policy. The study is done every four years on a tender basis by one of the major research units on education in South Africa. It was not repeated in 2004 and will not be done again, as it now overlaps with other data collected, but could provide important background information, especially valuable time series data on the actual impacts of policies and other changes.

An annual survey has replaced the SRN. This is intended as a comprehensive survey covering issues such as language, health, finances, governance and learners. The national office develops the questionnaire/instrument to be used and distributes this to the provinces. The provinces have to make changes to the survey so as ensure that their own needs are covered.

There is clearly a large amount of information generated by the DoE, drawing from all sectors of the system, that could answer a number of questions concerning implementation. However there are problems with this data, which the DoE is currently attempting to address. The data sets are largely incomplete with huge gaps. Problems centre around data not being captured electronically or forms not being forwarded for data capture, and a lack of standardisation in the data collection. The national office of the DoE draws up the original form, approximately 76 pages in length. This is sent to the provinces to guide data collection, but the provinces have the right to make adjustments to the forms based on their needs. Changes made by the provinces to the forms and data collected has made the information difficult to collate and work with. Efforts are currently being made to standardise the data sets and integrate them in to a single national database. At the time of the second workshop, data up until the end of 2002 had been addressed.

For the future, the national office of the DoE is standardising processes for information collection and capture, to address the split between national and provincial offices, and is looking at school information systems. This is part of a programme to develop a system of managing data. An important aim is to develop direct connections between the national Department and school data management systems. Many schools do not

have adequate information systems, and are particularly lacking electronic systems. This needs to be upgraded at the school level and regarding the information that the national office has on each school. Policy is currently being drawn up around this, which is intended to ensure that no school in the country is excluded. Instruments also need to be standardised across school contexts to facilitate the accurate completion of forms.

A key problem is that the research arm of the DoE was disbanded and these roles were dispersed through all the divisions of the organisation. While this was intended to facilitate a more direct application of research, it has also meant that research and M&E fall between units and is not adequately taken up. Bureaucracy also blocks implementation of research. The dispersed nature of this work has also made integration of information and technology more complicated. Structures also vary between provinces and with the national office, on the basis of context and perceived needs of provinces, meaning that slippage can occur with ultimate responsibility being avoided.

Historical problems in the approach to M&E have created difficulties, especially a lack of trust in the process. Many of the early evaluators were judgemental and politically problematic. Excessive criticism was often made with little or no understanding of context and few constructive suggestions offered. These initial reviews also heightened resistance from educators and encouraged conflict. This resistance was convenient for some educators at the time, as it gave those with other motives, such as resisting change away from the apartheid system, an opportunity to express their disapproval of the changes in the education system.

Likewise provincial offices and educators feel considerable resistance to evaluation due to past criticisms. The provinces claim that they feel as if they are being policed by the M&E operations, an extension of the resistance to regulation. The professional status of educators has dropped considerably over the last ten years and there has been considerable public criticism heaped upon them, even from circles of government. Previous evaluations under the apartheid system were also often designed to place blame and critique. This resistance has to be addressed in order for educators to feel safe to co-operate.

In the second workshop a new approach to M&E was addressed as it had become clear that the current system was unable to address the issues at hand. There was a need to draw on both quantitative and qualitative data sources, to look at national systems, but also to recognise that the DoE operates in a multiplicity of contexts across schools and districts, and that each structure and person fulfils multiple roles. In this context the increased importance of qualitative approaches and methods of analysis need to be recognised, as these methods can often achieve a greater level of understanding especially in difficult situations. Some of the M&E had run into huge problems and new approaches are urgently needed. In particular the evaluation of educators has met with considerable resistance, largely as a result of previous highly judgemental and public reviews of educators by senior office bearers in the DoE and government.

5.5   Implementation and evaluation input from DoE workshop

Issues affecting the implementation and M&E of specific policies are addressed below.

5.5.1   The National Education Policy Act

Different systems are used, especially at provincial level, for implementing, monitoring and evaluating the National Education Policy. The core of this policy is the redevelopment of the education system on a more equal basis. While implementation plans are outlined in the policy document, resources, structures and action plans have to be put in place to be able to take forward the recommendations, especially around the equalisation of resources. There is no formal implementation plan from the national office of the DoE to ensure this, nor is there a plan for identifying the resources. This lack of planning for implementation is replicated throughout the structures at provincial and district level.

This policy directs everything that education officials do at all the levels. One complication reducing the national office of the DoE's impact on implementation is that it does not have financial control of a large part of the budget. While the national office of the DoE receives a large slice of the annual national budget, very little of the money is directly under their control. The Treasury allocates approximately 95% of the annual education budget directly to schools through the provincial budgets, without going through the national office of the DoE. This money is to cover the salaries of educators and basic school expenses. Allocating money in this way directly to the schools limits the capacity of the national office of the DoE to direct provinces, much less schools or district offices, to spend certain amounts on health-related issues such as HIV/AIDS. With the remaining 5%, the national DoE has earmarked grants to assist provinces where there is a need for funds. To access this money, provincial departments are expected to submit proposals, which are then evaluated by a grants committee. With this portion of the budget the national office of the DoE is able to pursue some of its goals. Money is also drawn from this budget for emergencies and to cover budget shortfalls in other areas. The decision to assist a province is made collectively with a core reference point being the quarterly reports submitted by the provinces to the national DoE. Some of the indicators used annually from these quarterly reports include matriculation pass rates, systematic evaluations of schools and learner:educator ratios. Only after approval can money flow to provinces. This mechanism has funded most school-based HIV/AIDS programmes in the provinces and all provinces have accessed this grant.

5.5.2   The South African Schools Act and Norms and Standards

Both of these policies are aligned with the National Education Policy Act and in many respects act as implementing arms of this legislation. From the national Department there is no separate implementation plan in place for these documents. Provincial departments and the individual directorates concerned are expected to have an implementation plan in place for the Norms and Standards policy and SASA respectively. It is also assumed that PRESET and INSET teacher training programmes have incorporated the demands of the policy into their training. The policy raises expectations of the educators being trained in a much wider area of skills than was previously the case. Once again the key issues are making sure that policy documents have reached all schools, are read and internalised by staff and that the resources are in place for their implementation. Any evaluation is in turn dependent on outcome measures based on the prescribed roles defined in the

policy. The M&E should form part of the integrated evaluation of schools conducted by the national office of the DoE, including the WSE systems described above and the SRN.

5.5.3 The National Policy on HIV/AIDS for Learners and Educators in Public Schools and Students and Educators in Further Education and Training Institutions

The National Policy on HIV/AIDS is intended to inform the development of school-based HIV/AIDS policies. Distribution of the National AIDS Policy to all levels of the education sector started in 1999, from provinces, to districts and schools. Documentation was also disseminated during the life-skills workshops held in different provinces. Life-skills training has been used to ensure that schools have representatives who know how to develop policy for their schools. Efforts were made to ensure that the material reached every school and educator in the country, but certain problems were acknowledged.

To overcome the problem of copies of these policies not reaching schools a courier system was used to distribute the National HIV/AIDS Policy, but this was expensive, costing more than R60 million. This effort was introduced due to the experience of other policy manuals not reaching their targets. A better and cheaper way of dealing with information distribution to all sectors of the department should be identified in future.

Distribution of materials such as first aid kits for all schools was made possible by the use of conditional grants. Only one box was distributed to each school in the country instead of the two that the policy dictated, although many of the boxes were large. However, the maintenance of these boxes is a specific problem that will have to be addressed in the future. The number of schools involved and the sheer size of the task make maintenance complicated. Systems will have to be set up for the regular replacing of equipment, and stores are needed from which schools needing equipment can draw.

A document on 'Emergency Guidelines' has been developed with the aim of facilitating the implementation of HIV/AIDS policy. This document is meant for all educators and it provides general information that educators need to be aware of in dealing with learners and sexual-related issues in schools. Copies of this are also sent annually to all schools to make sure that every educator has a copy. An independent peer evaluation indicated that this has reached most educators.

The use of peer educators in schools (that is, shop stewards or influential educators) has been proposed as a new methodology for facilitating the implementation of HIV/AIDS policy. The peer education programme is still at the planning phase and it will take time before it is extended throughout the country. This has followed the recognition that the cascade principle – of providing one teacher in each school with input and expecting them to pass it on – has not been sufficient and has not led to the extension of knowledge in schools. A detailed evaluation is planned after representatives from all the schools have been trained, but such an evaluation process is still to be developed.

This lack of resources is once again the main problem in the implementation of the recommendations and M&E processes. Many services may exist in the policy framework, but not be implemented in reality. For example, while there is provision for psychological services at provincial level, most districts do not get this service for reasons of capacity.

With regards to discrimination against educators and learners who are HIV-positive, the national office has been receiving fewer reports recently. These complaints reached a height in the mid 1990s, but since then there have only been isolated incidences and only one or two went to court. These more informal measures represent a very positive move forward, but there remain areas of concern. The lack of reported incidents does not necessarily mean that there is no discrimination at all, but that stigmatisation may operate in a more covert way and in most instances is not reported. There is no systematic method for picking up on this, unless the educators themselves lodge complaints. The reality is that lodging a complaint may be difficult as it can increase isolation and scapegoating.

5.5.4   Regulations for Safety Measures at Public Schools

The Regulations for Safety Measures at Schools faces similar problems. The resource problem is, if anything, more serious in this instance due to the high cost of providing security at schools. At the level of M&E, the EMIS system is designed to pick up any information around violence in schools. Problems exist in that even though provinces are reporting information, these structures have not been effective in establishing adequate evaluation mechanisms around the nature and extent of the problems reported. The national Department intends to have a national call centre to report incidents. This still requires implementation and the dedication of resources to make it possible. It is hoped that the different components of the regulations impact on one another. For example, those regulations that deal with drug use and violence should have a positive influence on HIV prevention.

5.5.5   Employment of Educators Act 76 of 1998, Terms and Conditions of Employment and Personnel Administrative Measures

All three policies – the Employment of Educators Act, together with the Terms and Conditions of Employment of Educators and Personnel Administrative Measures at Schools – have to go through implementation at a district and school level. The first challenge for the national DoE office is to ensure that all the schools, and preferably all educators, have copies of the three policy manuals. Whether this has been achieved is uncertain, but most schools and districts should have copies. While having the documents is not a guarantee of implementation, it is an essential first step. From then on, it is the school's responsibility to implement the policy. This should happen with the support of the district and provincial offices, and with the resources needed for implementation.

The M&E component of these policies is underdeveloped. There are some built-in checks within the policy, but there is no systematic process to look at the implementation and impact of the policy. Given the nature of the policies, the provincial and district offices within the DoE should be picking up any problems that may occur in implementation or interpretation. Other existing systems of information collection should also be able to address the impact of the policies and any problems with their implementation.

One gap noted is that there has not been any adjustment made for those educators who leave before retirement age for any reason including AIDS. This issue is covered by the category of temporary incapacity, but this is insufficient as there are seldom the resources to allow for coverage in the schools for educators who go on long-term sick or incapacity leave because of AIDS. Currently the regulations give a technical advantage to

the educators. If the provinces apply the rules as favourably as possible, an educator can have unlimited sick leave, by accumulating temporary incapacity leave. This will however disadvantage the school where the educator works as their capacity would be reduced.

One procedural policy gap was identified. For educators who are HIV-positive and are getting too ill to perform their current tasks as educators, Section 12 of Employment Policy proposes they get assigned to alternative posts within the province or district, where possible. From the national side it is only possible to provide guidelines for such substitute positions, as they do not have any influence over the provinces in terms of creating a new position. In order to protect its resource (in the form of educators available to do the work), a school may decide that there are no alternative posts available in which to accommodate a person with AIDS. This goes back to the method in which the budget allocation for education is distributed.

5.5.6   Signposts for Safe Schools

The Signposts for Safe Schools policy document links closely with the Norms and Standards of Educators and SASA. Every school is expected to have a copy. Making sure that copies of the policy documents and all the back-up resources reach all schools and are accepted and read by the educators again remains an initial challenge. This document is in essence a set of guidelines developed for schools to use. This puts the onus for implementation on the schools themselves, with essential support coming from district offices. An immediate problem is that there are insufficient resources to back-up the guidelines and support the schools. Provincial workshops are still planned on this policy, after which it is intended that each province would develop its own additional guidelines on how they would assist schools on the issues of HIV/AIDS. Given the poor resource levels in many provinces the feasibility of this strategy should be assessed. There are no M&E plans for this policy at present.

The full set of documents for this policy is still at the development phase and will require much work at provincial level. Given the value of this set of guidelines it will be important that the documents are completed, that provincial officials develop the guidelines, and the resources are put in place.

5.6   Overall comments on the implementation of policy

The DoE has had to cope with considerable pressures to bring about the adaptation of the Department over the last ten years. In this time the major part of their energy had to be focused on the maintenance of the system, starting to correct for inequalities, combining 13 education authorities and establishing a new education system. This period led to the creation of a number of policies informing and restructuring the system. Overall both the DoE and educators themselves have been struggling to come to terms with the complexities of the new system. The directors in the DoE reported that they now feel that they have covered many transitional issues and the system is considerably more stable. Emphasis can now be placed on ensuring that implementation of new policy happens and that M&E systems are put in place. It is accepted though that these transitional issues will for the foreseeable future continue to have implications for the introduction of policy. For example it will still take a considerable period for all the districts and schools to have sufficient resources to be able to provide a full service.

The coverage of policies is reasonably complete, including in relation to HIV. Gaps, including the need to substitute educators when staff go on sick leave, have been identified and these are being acted on. The policies focusing on prevention were felt to be reasonably thorough and the DoE had received positive feedback on these policies and so should be commended. Further gaps will emerge over time, but clarity will emerge on these through the M&E.

Conversely one criticism is that there are currently too many policy directives in circulation, leading to fatigue and overload. This comment has arisen in many circles and was raised in the workshop. The need to inject a large amount of policy to address the legacy of the apartheid era, together with the low level of resources available to support implementation, have increased the complexity. A more staggered and well-considered approach may have facilitated the process better in the long term. Support also needs to be provided to those affected by the policy during implementation.

Full implementation of policy has not yet been attained. All participants acknowledge this, but it is a very high standard at which to aim. Many of the problems inhibiting full implementation have been recognised. These include:

- Problems in the distribution of policy documents and supporting materials to schools and district offices, especially in poorly resourced districts.
- Within schools there are misunderstandings about the role of policy and who needs to have knowledge of it. This results in some educators not getting access to a policy 'hidden' in the principal's office.
- Limited resources to adequately implement all the provisions. This remains the largest problem and the area over which officials of the DoE, and even government representatives, have the least control. The DoE has a large budget, but 95% is accounted for in advance. The remaining 5% is actually extremely small given the demands and the need to inject additional resources.
- The need for support material that is still being developed is a delay, but should not provide a permanent blockage to implementation. There needs to be a balance between introducing new material and ensuring that it is distributed and that educators are adequately trained in the use of the material. Additional training is certainly required, particularly with the Signposts policy and the Norms and Standards for Educators.
- Problems of a lack of co-operation among key staff have delayed implementation. The reasons for the blockages appear to range from political objections, to change, to anger at the increased demands being placed on educators and defiance when resources are not allocated for the implementation of policy.
- There are complexities in the policies and their documentation that make the new systems difficult to implement, even given the lack of resources.
- The systems required for a full implementation of policy are not in place and this requires additional input and effort on the part of the DoE. Establishing of systems is part of the preparation that needs to happen in advance of implementation.
- The huge number of policy changes being implemented over a short period of time also complicates implementation. This is increased by the lack of support.
- Difficulties that educators themselves reported in adapting to the requirements of the policy included both the increased workload that these policies bring about and the new roles that they are expected to adopt. Educators also need to be

treated with more respect and have their status as professionals reinforced. This will require a reduction in the regulating of their practice, with the emphasis moving to professional support. This increases the space for positive innovation and development of the sphere of education at ground level.

- A key issue is for the DoE to recognise the Education Department as being a system that needs to find its operational approach. This will require a reduction in the regulating of the system and a reduction in the centralised power to allow for the system to proceed.
- Key to this will be efforts to increase the capacity of provincial and district departments to operate independently and for educators to interpret and use policy for their own and learners' best interest. There need to be increases in capacity at the level of resources, skills and networking.
- There is also still a need to ensure equality in providing access to and distributing policies nationally. The differences in resources across different types of schools, for example Model C schools and farm schools, can make it more difficult for the material to reach its target. The provincial departments are expected to strengthen and address these communication problems. Schools with access to media and communication are better off than those without. Some of the urban areas even have lawyers on their SGB who can help them interpret policy documents. These resources are unfortunately restricted to certain areas, with the DoE having to assist in most of the under-resourced communities.

Identification of the problems in implementing policy is a starting point for a process of taking clear action to correct these issues. Research into these problems may facilitate a clearer understanding and lead to more directed action at the priority problems. A more detailed M&E approach may offer a more detailed list of problems, but may also offer greater detail on solutions.

Significant impact has already been noted on some crucial issues. For example, based on records of disciplinary action, there has been a significant reduction in reports of sexual relationships between educators and students. The role of SACE in provinces has been crucial in this. The process has become more formal, and up to now about 30 teachers have been dismissed because of sexual relationships with students. The difficulty in this has been that SACE can only intervene where a teacher has a relationship with a student from their own school.

5.7   Overall comments on the monitoring and evaluation of policy

M&E is new and most systems are still at the developmental stage. A number of systems have been established at a national level. These need to be more fully institutionalised and the information resources within them need to be more systematically drawn on. There are some additional resources that could be incorporated with varying levels of effort being required. These are explored below.

There is still a lot of fear of evaluation, including of policy implementation, at all levels of the DoE, largely due to historical reasons as evaluation has often been used to judge, blame and condemn. It will therefore be important that an evaluation team has members both internal to the DoE, to maintain a positive approach, and external people, to ensure independence and accurate reporting. A constructive approach must be used, as there is

no hiding some of the real anger that educators expressed on the ground. There is also still a lot of resistance from some individuals or schools who are trying to maintain the status quo, and block processes of transition. Current transformation processes are aimed to address these problems.

There is also a need to develop specific and structured M&E systems for specific policies and sets of regulations. The protocols for these M&E approaches will need to be carefully formulated so that they can be applied by people who are not necessarily research trained, but will still allow for the collection of information required and for comparisons across different sites in the country.

One particular recommendation for the annual survey is for the national office to work on the questionnaire with the provinces in advance of its distribution. Provinces could be asked to submit their particular interests for questions and the nature of the measurement that they require on key questions. These concepts can be incorporated into the questionnaire, as far as possible respecting each province's priorities as well as those of the national office. Differences in the scale of measurement can be dealt with mostly by collecting data at the most basic level. At various points compromises may need to be made, but in the end the instrument should represent as far as possible most of the priorities of all the stakeholders. This will also result in an instrument that is standardised to facilitate data capture.

Of concern is the capacity of the DoE to respond where problems are identified. The deficit of resources available to the national office makes action difficult. Already the national office is fighting a difficult battle due to the historical disparity in resources and trying to introduce corrective action. If the national office is not better resourced, and can then in turn resource the regional offices, the impact of new policies will be seriously compromised, which could lead to questioning around the role and leadership of the national DoE office. A grouping needs resources to be effective, especially in a field where a high deficit of resources already exists. If the leadership cannot provide, they can be seen as impotent, which will again reduce their role and influence to bring about change and implement policy.

Section six: Educator perspectives on workplace policies
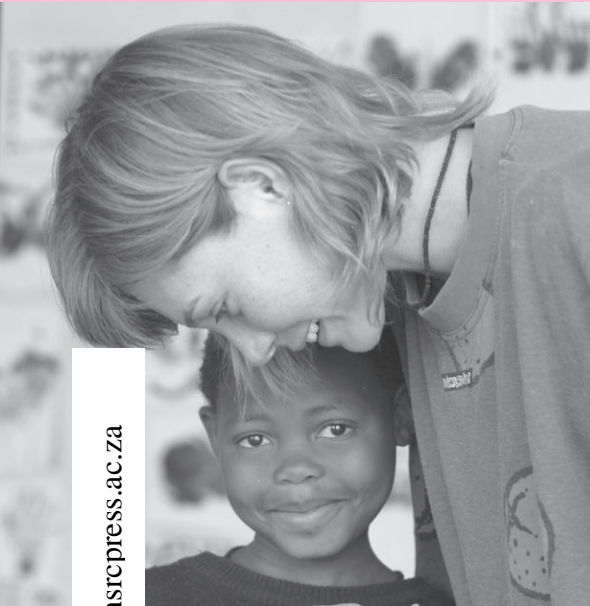
- Introduction

- Response rate

- Awareness of HIV/AIDS policies

- Implementation of DoE's HIV/AIDS policy in educational institutions

- Attitudes of educators to teaching learners about HIV/AIDS-related issues

- Awareness of other DoE workplace policies

- Attendance of professional development programmes

- Kinds of support provided to educators

- Support needed by educators

6. Educator perspectives on workplace policies

6.1   Introduction

This section reports on the findings from the same questionnaire-based survey of educators presented in *The Health of our Educators: A focus on HIV/AIDS in South African public schools* (Shisana et al. 2005). The main goal of this section of the survey was to report on the educators' level of awareness of the DoE's HIV/AIDS policies and other workplace policies, as well as the unions' HIV/AIDS policies, and their perceptions about the implementation of the DoE policies in educational institutions on the ground. The aim of the analysis was to discern what is happening at the level of implementation, in order to provide vital information to inform further development or refinement of the HIV/AIDS policies of the DoE and the unions as well as other workplace policies, their implementation plans and M&E.

In order to assist the reader to understand the results, when frequencies are presented these refer to the actual numbers of educators in the sample that took part in the study, whereas when percentages are provided they are based upon weighted data. The weighting was done to take into account the realised multi-stage cluster sample and non-responses. This is covered at length by Shisana et al. (2005) in Section 2.7.6 and will therefore not be repeated here for the sake of brevity.

6.2   Response rate

The response rate is reported in detail in the report by Shisana et al. (2005, Section 4.1) and will again not be repeated here for the sake of brevity. In brief, in the 1 714 schools that were visited during the survey principals reported that there were a total of 23 754 educators registered. Overall, 88% (n = 21 358) of educators were successfully interviewed. However, if only those educators who were present on the day of the visit to the school by fieldworkers are taken as the denominator, then 97% were interviewed. This represents a very impressive overall response rate for a national survey as a 70% response rate is usually considered adequate to ensure sufficient reliability. This means this survey's results are highly reliable. We can therefore have a lot of confidence in the findings and easily generalise from the sample used to the entire population of public educators in the country.

A detailed breakdown of the sample that participated in the study is provided in the main report by Shisana et al. (2005, Section 4.2) and will therefore not be repeated in this report. Overall, the sample was mainly female (67.8%), African (77.4%), middle-aged (35–44 years old), married (61.6%), had either a university degree and above (50.6%) or diploma (41.0%), junior/ordinary teachers (76.2%), predominantly employed by DoE (94.4%), taught at secondary/high and primary school, and worked in KwaZulu-Natal (23.6%), Eastern Cape (18.5%), Limpopo (15.2%), and Gauteng (12.2%) provinces.

6.3 Awareness of HIV/AIDS policies

6.3.1 The DoE policy

Awareness and usefulness of DoE's HIV/AIDS policy
Overall successful implementation of a policy in a public educational institution depends on a number of factors including managerial capacity to co-ordinate the process. In addition, it is also highly desirable, if not essential, for other stakeholders such as unions – and in particular the educators themselves both as employees and union members – to be knowledgeable about the policy and the directives flowing from it. This is because apart from educators being possible direct or indirect beneficiaries from the implementation of the policy or some of its directives, it is also possible that some of the directives flowing from the policy have to be actually implemented by educators on the ground. This is particularly true for the DoE's HIV/AIDS policy and hence the need to determine the educators' level of awareness of the policy.

When asked if they were aware of the DoE's policy on HIV/AIDS, the majority of the educators (65.1%) agreed that they were aware of it. Table 6.1 shows the breakdown of the responses by demographic characteristics. The table shows that proportionately more educators who were male, aged 35 years of age and older, whites, coloureds and Asians, and working in both primary and special schools, as well in some provinces (especially the Northern Cape and Free State provinces) were aware of the policy than their respective counterparts. It is disturbing to note that the majority of the educators (52.0%) only in the Eastern Cape province were unaware of the policy.

Table 6.1: Awareness of the DoE's HIV/AIDS policy among public educators by demographic characteristics, South Africa 2004

Variable	N	%	Confidence interval limits (95% CI)	p
Sex				0.001
Male	6 552	68.6	67.0–70.3	
Female	13 961	63.4	62.1–64.7	
Total	**20 513**	**65.1**	**64.0–66.2**	
Age				0.001
18–24	269	51.4	44.4–58.5	
25–34	5 118	55.3	53.3–57.2	
35–44	8 924	65.0	63.6–66.5	
45–54	5 172	74.2	72.5–75.8	
55 and older	1 038	74.6	71.0–77.9	
Total	**20 521**	**65.1**	**64.0–66.2**	

Variable	N	%	Confidence interval limits (95% CI)	p
Race group				0.001
African	14 381	61.5	60.3–62.7	
White	2 765	80.5	77.4–83.3	
Coloured	2 693	76.1	72.3–79.6	
Asian	622	73.2	66.2–79.6	
Total	**20 641**	**65.1**	**64.0–66.2**	
Type of educational institution				0.001
Primary	11 425	72.3	71.0–73.6	
Secondary/High	7 262	56.4	54.6–58.3	
Combined/ Intermediate	1 715	64.5	60.0–68.8	
Special	31	60.7	49.0–71.4	
Total	**20 434**	**65.2**	**64.1–66.3**	
Province				
Western Cape (WC)	2 405	76.4	72.1–80.2	0.001
Eastern Cape (EC)	2 537	48.0	45.1–50.8	
Northern Cape (NC)	1 116	83.1	79.5–86.2	
Free State (FS)	1 345	82.9	79.8–85.5	
KwaZulu-Natal (KZN)	4 249	64.0	61.9–66.1	
North West (NW)	1 824	79.1	76.3–81.7	
Gauteng (GT)	3 299	74.0	71.4–76.5	
Mpumalanga (MP)	1 488	64.4	60.3–68.3	
Limpopo (LP)	2 268	58.3	55.4–61.1	
Total	**20 531**	**65.1**	**64.0–66.2**	

Awareness of a policy does not necessarily imply that one has a lot of information, let alone accurate information, about the policy as the knowledge could be superficial. For this reason it was important to specifically determine how many of the educators had actually seen the policy and studied/read it.

Among those who were aware of the DoE's HIV/AIDS policy, the majority (74.0%) indicated that they had seen the policy. Of the 10 521 who reported that they had seen the DoE's HIV/AIDS policy as reported above, an overwhelming majority of them (89.0%;

95% CI: 88.1–89.6) indicated that they had actually studied or read the policy. Overall, this shows that only half of all the educators had actually seen and studied/read the policy and were therefore, hopefully, well informed about it.

In order to ascertain their comprehension about what the policy entailed, educators where asked about whom the DoE's HIV/AIDS policy addressed and on what issues. When asked whom the policy addressed, most educators who had studied or read the policy indicated that it mainly addressed educators and learners, in that order (see Table 6.2). Nearly half of them also indicated that it addressed the community.

Table 6.2: Perceptions on whom the DoE's HIV/AIDS policy addresses according to educators who had studied or read the DoE policy, South African educators 2004

Whom policy addresses	%	95% CI
Educators	86.3	85.4–87.3
Learners	72.8	71.5–74.0
Community	46.8	45.5–48.2
Other	4.3	3.8–5.0

Note: n = 9 355

As regards the issues addresssed in the policy, most educators who had studied or read the DoE's HIV/AIDS policy indicated that it was mainly HIV/AIDS awareness (see Table 6.3). A slight majority indicated that the policy dealt with teaching educators about HIV/AIDS, while a fairly large minority indicated that it dealt with caring and support of infected/affected staff as well as learners.

Table 6.3: Issues addressed by the DoE's HIV/AIDS policy according to educators who had studied or read the DoE's policy, South African educators 2004

Issue addressed by policy	%	95% CI
HIV/AIDS awareness	82.7	81.7–83.6
Teaching educators about HIV/AIDS	52.6	51.2–54.0
Caring and support of infected/affected staff	40.1	38.8–41.4
Caring and support of infected/affected learners	38.3	37.0–39.6
Issues concerning the rights of infected people	30.8	29.5–32.1
Other	6.1	5.4–6.9

Note: n = 9 355

It is useful for policy makers to know what the perceptions of various stakeholder groups are towards policies that they have developed. This is especially helpful to determine how well the policy matches with the reality on the ground and also to identify any gaps that there might be so that the policy may be appropriately revised or discarded altogether. Therefore, educators who had studied/read the policy were asked for their opinion regarding how useful they felt the DoE's HIV/AIDS policy was. Overall, it was

found that the overwhelming majority of the educators (90.9%) indicated that the DoE's policy on HIV/AIDS was either very useful (46.4%; 95% CI: 45.0–47.8) or useful (44.5%; 95% CI: 43.3–45.7) in their work environment, compared with a very small minority who indicated that the policy was neither useful (3.9%; 95% CI: 3.4–4.4) nor applicable (5.2%; 95% CI: 4.7–5.9).

HIV/AIDS stigma in schools
One of the major hurdles in the fight against HIV/AIDS is stigma and discrimination directed at people living with HIV/AIDS (PLWHA) (Simbayi 2002; Skinner & Mfecane 2004). This occurs at home within the family, in the community, in health facilities and at work, and is particularly strong for HIV-positive females. Apart from remaining silent about being infected, people continue to engage in unsafe sex practices such as not using any condoms even though they are aware of their status. In general people also fear being tested and can therefore not access treatment which is now becoming available in the public health system. Within the school setting, there is a problem of stigma directed at educators who are openly living with HIV/AIDS or suspected to be HIV-positive. Equally important, some of the learners might be themselves infected by HIV, or more commonly be affected as orphaned and vulnerable children (OVC). Other learners, and sometimes educators, discriminate against children who are either infected or affected by HIV/AIDS (for example, having a parent who is currently very sick and dying or one who has recently died from an AIDS-related infection). It is therefore important to gauge how well the DoE's policy addresses these important issues with the educators.

It was found that the majority of educators (57.5%) did not believe that the DoE's HIV/AIDS policy addressed the problem of HIV/AIDS stigma in schools adequately. Table 6.4 provides a breakdown of the responses of a minority (42.4%) who believed that the policy did address the issue adequately, by sex, age and race group of educators, as well as by the type of educational institution and province. Table 6.4 shows that educators who were female, in the two age groups between 25–44 years and 55 years and older, white and African, worked in primary schools and were employed in the Free State, North West and Northern Cape provinces were more likely to say that the DoE's HIV/AIDS policy addressed the problem of HIV/AIDS stigma in schools adequately than their respective counterparts.

Table 6.4: Public educators' beliefs about how adequately the DoE's HIV/AIDS policy addresses the problem of HIV/AIDS stigma in educational institutions by demographic characteristics, South Africa 2004

Variable	DoE's policy addresses the problem of HIV/AIDS stigma in educational institutions adequately			
	N	%	95% CI	p
Sex				0.001
Male	6 498	39.9	38.3–41.5	
Female	13 831	43.9	42.7–45.1	
Total	**20 329**	**42.6**	**41.5–43.7**	

Variable	DoE's policy addresses the problem of HIV/AIDS stigma in educational institutions adequately			
	N	%	95% CI	p
Age (in years)				0.001
18–24	269	40.9	33.8–48.5	
25–34	5 082	39.0	37.3–40.8	
35–44	8 858	40.5	39.1–41.9	
45–54	5 117	48.1	46.4–49.9	
55 and older	1 023	53.4	49.8–57.0	
Total	**20 339**	**42.6**	**41.5–43.7**	
Race group				0.001
African	14 314	42.5	41.3–43.7	
White	2 692	48.6	45.3–51.9	
Coloured	2 661	42.4	38.7–46.2	
Asian	610	30.8	26.8–35.1	
Total	**20 277**	**42.6**	**41.5–43.7**	
Type of educational institution				0.001
Primary	11 324	47.4	46.0–48.8	
Secondary/High	7 194	35.7	34.0–37.4	
Combined/Intermediate	1 699	47.6	44.4–50.8	
Special	31	46.1	37.3–55.3	
Total	**20 248**	**42.7**	**41.6–43.7**	
Province				0.001
WC	2 365	43.3	39.2–47.6	
EC	2 514	37.7	35.0–40.6	
NC	1 075	51.4	47.0–55.8	
FS	1 339	56.2	52.3–59.9	
KZN	4 226	40.4	38.4–42.4	
NW	1 814	55.0	51.5–58.5	
GT	3 278	43.4	40.5–46.4	
MP	1 475	41.8	38.3–45.5	
LP	2 261	38.5	35.8–41.2	
Total	**20 347**	**42.6**	**41.5–43.7**	

Wishes of educators to find out more about the DoE's HIV/AIDS policy

A needs analysis regarding any issue is undertaken to determine the need for a specific intervention to address the specific problem that is identified. Although half of the educators had studied/read the DoE's HIV/AIDS policy, an overwhelming majority (93.5%; 95% CI: 92.6–94.3) of all the educators indicated that they would like to find out more about it. This suggests that most educators are very keen to learn more about the policy.

6.3.2 Union policies

Union membership and awareness of union's HIV/AIDS policy

The issues regarding union membership are dealt with in great detail in Shisana et al. (2005) and will therefore only be addressed briefly in this report. An overwhelming majority of educators (88.1%; 95% CI: 87.4–88.8) reported that they were members of a union. When those who were union members were asked if they knew about their union's HIV/AIDS policy, less than half of them concurred (45.5%; 95% CI: 44.4–46.6). Table 6.5 provides a breakdown of the responses by sex, age, and race group of educators, as well as the type of educational institution, province, employer (DoE vs. SGB) and the level of annual income. The table shows that proportionately more educators who were male, in the two older groups aged 35–54 years, African, working in North West and Free State provinces, employed by DoE and in the high income bracket indicated that they knew about their own union's HIV/AIDS policy than among their respective counterparts.

Table 6.5: Knowledge of union's HIV/AIDS policy among union members by various demographic characteristics, South African educators 2004

Variable	Knowledge of union's HIV/AIDS policy			
	N	%	95% CI	p
Sex				0.001
Male	5 837	55.0	53.3–56.7	
Female	12 043	40.9	39.6–42.2	
Total	**17 880**	**45.5**	**44.4–46.6**	
Age (in years)				0.001
18–24	102	27.1	17.8–39.0	
25–34	4 004	42.2	40.2–44.2	
35–44	8 102	45.7	44.3–47.1	
45–54	4 781	47.9	46.0–49.8	
55 and older	898	48.1	44.1–52.2	
Total	**17 887**	**45.5**	**44.4–46.6**	

Variable	Knowledge of union's HIV/AIDS policy			
	N	%	95% CI	p
Race group				0.001
African	12 816	48.2	47.0–49.4	
White	2 197	30.7	27.8–33.7	
Coloured	2 294	39.4	36.2–42.6	
Asian	534	39.2	34.2–44.4	
Total	**17 841**	**45.5**	**44.4–46.6**	
Province				0.001
WC	1 916	33.4	29.9–37.1	
EC	2 255	48.0	45.0–51.0	
NC	984	52.9	48.7–57.1	
FS	1 252	54.9	51.6–58.1	
KZN	3 666	39.5	37.4–41.5	
NW	1 660	58.4	55.4–61.3	
GT	2 791	37.0	34.4–39.6	
MP	1 365	52.6	48.4–56.8	
LP	2 007	49.6	46.8–52.4	
Total	**17 896**	**45.5**	**44.4–46.6**	
Employer				0.001
DoE	16 871	45.7	44.7–46.8	
SGB	443	29.2	24.6–34.2	
Do not know	13	43.6	21.1–69.1	
Total	**17 327**	**45.4**	**44.3–46.5**	
Annual Income				0.001
Low	2 321	42.9	40.5–45.4	
Medium	14 585	45.2	44.0–46.4	
High	924	56.8	53.0–60.6	
Total	17 830	45.5	44.4–46.6	

Among the union members, just over one third of the educators (34.7%; 95% CI: 33.7–35.7) reported that they had seen their union's HIV/AIDS policy. It is interesting to note that among union members who had seen their union's HIV/AIDS policy, an overwhelming majority (92.84%; 95% CI: 92.0–93.6) indicated that they had read it.

Wishes to find out more about their union's HIV/AIDS policy by union members
As was the case with the DoE's HIV/AIDS policy, a needs analysis was also done to inform whether there is a need for advocacy campaigns on the unions' HIV/AIDS policies. An overwhelming majority (94.6%; 95% CI: 93.8–95.3) of all the educators who were union members indicated that they would like to find out more about their union's HIV/AIDS policy.

6.4 Implementation of DoE HIV/AIDS policy in educational institutions

6.4.1 Institutional AIDS committees

Although the DoE's HIV/AIDS policy does not specifically suggest the establishment of institutional HIV/AIDS committees, the policy calls for the establishment of a Health Advisory Council (HAC) at each educational institution to deal with health issues, including HIV/AIDS, on the ground. It is therefore important to determine how this policy directive has been implemented nationally, albeit through the institutional AIDS committees.

The majority of the educators (60.8%) indicated that their educational institutions did not have an AIDS committee. Among the minority of educators (39.2%) whose educational institutions had an AIDS committee, the breakdown of the responses by sex, age, and race group of educators as well as by type of educational institution and province is shown in Table 6.6. The table shows that proportionately more educators working in primary and combined/intermediate schools, and in North West, Gauteng and Free State provinces indicated that their educational institutions had an AIDS committee than their respective counterparts.

Table 6.6: Institutional AIDS committee by type of educational institution and province, South African educators 2004

Variable	Institutional AIDS committee			
	N	%	95% CI	p
Type of educational institution				0.001
Primary	11 356	46.1	44.0–48.2	
Secondary/High	7 219	30.8	28.3–33.4	
Combined/Intermediate	1 709	40.2	34.8–45.8	
Special	31	18.2	8.8–34.0	
Total	**20 315**	**39.4**	**37.8–41.0**	

Variable	Institutional AIDS committee			
	N	%	95% CI	p
Province				0.001
WC	2 393	42.4	36.1–49.1	
EC	2 518	26.3	23.0–29.9	
NC	1 089	47.6	41.5–53.8	
FS	1 340	52.9	47.0–58.7	
KZN	4 235	42.5	39.0–46.1	
NW	1 808	60.3	55.6–64.8	
GT	3 292	56.8	52.2–61.4	
MP	1 482	31.8	26.1–61.4	
LP	2 254	20.4	17.7–23.3	
Total	**20 411**	**39.3**	**37.7–40.9**	

6.4.2 Awareness of the existence of an HIV/AIDS implementation plan in institutions

In order to be able to implement a policy within each educational institution, there is a need for an HIV/AIDS implementation plan. This is a requirement if the implementation is to be done properly and systematically so that the plan can be revised or amended if it is not easily implementable on the ground. Awareness of the plan by educators helps in ensuring that in each school everyone is implementing the policy in the same way as they all understand the problem and the solutions.

When asked if they were aware of the existence of an HIV/AIDS implementation plan in their institution, half of all the educators in the sample (50.1%; 95% CI: 48.7–51.4) concurred. Table 6.7 shows a breakdown of the responses by sex, age, and race group of educators as well as by type of educational institution and province. The table shows that proportionately more educators who were female, aged 45 years of age and older, white and Coloured, worked in primary schools, and from the Free State and Northern Cape were aware of the existence of an HIV/AIDS implementation plan in their institution than their respective counterparts.

Table 6.7: Awareness of the HIV/AIDS implementation plan in educational institution among public educators by demographic characteristics, South Africa 2004

Variable	Awareness of the HIV/AIDS implementation plan in educational institution			
	N	%	95% CI	p
Sex				0.001
Male	6 547	46.4	44.5–48.3	
Female	13 963	51.9	50.4–53.3	
Total	**20 510**	**50.1**	**48.8–51.4**	
Age (in years)				0.001
18–24	270	43.5	36.8–50.5	
25–34	5 121	43.0	41.1–45.0	
35–44	8 923	48.3	46.6–49.9	
45–54	5 169	59.0	57.0–61.0	
55 and older	1 036	61.2	57.3–64.9	
Total	**20 519**	**50.1**	**48.8–51.4**	
Race group				0.001
African	14 387	46.9	45.5–48.3	
White	2 762	66.1	61.7–70.1	
Coloured	2 689	59.2	54.4–63.8	
Asian	621	53.6	44.9–62.2	
Total	**20 459**	**50.1**	**48.8–51.4**	
Type of educational institution				0.001
Primary	11 424	58.8	57.2–60.3	
Secondary/High	7 259	38.8	36.8–40.8	
Combined/Intermediate	1 715	54.0	49.8–58.3	
Special	31	43.0	27.9–59.5	
Total	**20 429**	**50.1**	**48.9–51.6**	

Variable	Awareness of the HIV/AIDS implementation plan in educational institution			
	N	%	95% CI	p
Province				0.001
WC	2 402	61.6	56.5–66.4	
EC	2 535	40.6	37.4–43.9	
NC	1 112	66.6	61.7–71.2	
FS	1 343	69.1	65.0–73.2	
KZN	4 252	50.2	47.4–53.1	
NW	1 826	62.2	58.3–65.9	
GT	3 301	59.4	55.8–62.9	
MP	1 488	42.8	38.8–46.8	
LP	2 269	35.4	32.4–38.6	
Total	**20 528**	**50.1**	**48.8–51.4**	

The relationship between having studied or read the DoE's HIV/AIDS policy and awareness of the existence of HIV/AIDS implementation plans in their educational institution was then examined. It was found that proportionately more educators who had studied/read the policy were aware of the existence of HIV/AIDS implementation plans compared to those who had not done the same thing but were unaware of the policy (see Table 6.8).

Table 6.8: Awareness of the existence of an HIV/AIDS implementation plan in their educational institution by knowledge of the DoE's HIV/AIDS policy, South African educators 2004

Studied/read the DoE's HIV/AIDS policy	Awareness of an HIV/AIDS implementation plan at institution			
	N	%	95% CI	p
Yes	7 508	91.0	90.2–91.8	0.001
No	3 137	84.3	82.6–85.9	
Total	**10 645**	**88.9**	**88.1–89.6**	

6.4.3 Attendance of HIV/AIDS training and workshops

Training and workshops on HIV/AIDS are held in order to provide information on HIV prevention for use by educators in their role of HIV/AIDS education in their institutions. For this reason, we asked the educators whether they were involved in HIV/AIDS training and workshops on prevention, treatment and care, and mitigation of impact on OVC. Obtaining such information is important to determine the reach of this programme

established by the DoE to empower educators to also play a complete and meaningful role as HIV/AIDS educators.

When asked if they had attended any training on HIV/AIDS, only half of the educators indicated that they had attended HIV/AIDS training and workshops on life-skills education, followed by over one-third who had attended HIV/AIDS education (see Table 6.9). However, less than one-fifth of the educators indicated that they had attended training on counselling, handling and management of violent students, handling and management of sexual harassment, and supporting the terminally ill.

Table 6.9: Type of training and workshops on HIV/AIDS attended, South African educators 2004

Type of training and workshops attended	%	95% CI
Lifeskills education	51.7	50.4–52.9
HIV/AIDS education	38.6	37.6–39.7
Universal precautions to prevent HIV/AIDS	28.8	27.9–29.8
Dealing with and caring for young people living with HIV/AIDS	27.3	26.4–28.2
Handling and management of sexual abuse	22.8	21.9–23.6
The rights and responsibilities of educators regarding HIV/ADS	22.6	21.8–23.5
The legal rights of PLWHA	22.4	21.5–23.2
Counselling	19.5	18.6–20.3
Handling or management of violent students	19.7	18.9–20.5
Handling or management of sexual harassment	18.7	18.0–19.5
Supporting terminally ill	15.3	14.6–16.0

A breakdown of attendance at HIV/AIDS training and workshops by various demographic and institution-related variables is presented in Table 6.10. (In order to assist the reader in understanding the considerable amount of information presented in the table, it is suggested that one considers each demographic and institution-related variable presented separately, by reading across each row in the table one at a time.) The table shows that proportionately more educators who were female, in the youngest age group of 18–24 years, white and coloured, working in primary and combined/intermediate schools, and from the Free State, Western Cape, KwaZulu-Natal, Gauteng and North West provinces attended training and workshops on HIV/AIDS than their respective counterparts.

Table 6.10: Attendance of training and workshops on HIV/AIDS among public educators by selected demographic characteristics, South Africa 2004

Variable	Type of HIV/AIDS training and workshop attended										
	Lifeskills educa-tion	HIV/AIDS educa-tion	Dealing with and caring for young PLWHA	Coun-selling	Universal precau-tions to prevent HIV/AIDS	Handle and man-age sex abuse	Legal rights of PLWHA	Rights & responsi-bilities of educators in terms of HIV/AIDS	Support-ing termin-ally ill	Handle and manage sexual harass-ment	Handle and manage violent students
Sex											
p	0.001	0.01	0.001	0.233	0.265	0.05	0.414	0.340	0.001	0.213	0.001
Male	43.6	36.8	24.6	18.9	28.3	21.7	22.1	22.3	13.4	19.5	23.3
Female	55.6	39.6	28.7	19.8	29.3	23.4	22.7	23.0	16.4	18.6	18.1
Total	**51.7**	**38.7**	**27.4**	**19.5**	**29.0**	**22.8**	**22.5**	**22.8**	**15.4**	**18.9**	**19.8**
Age (in years)											
p	0.001	0.05	0.05	0.01	0.07	0.001	0.01	0.01	0.01	0.01	0.654
18–24	61.2	47.6	34.9	26.1	35.9	25.9	28.0	25.9	19.9	23.2	19.1
25–34	48.6	37.7	26.0	18.3	28.0	21.4	20.8	21.4	13.6	17.6	20.4
35–44	50.1	38.3	27.3	19.3	28.5	22.2	22.5	22.3	15.7	18.4	19.3
45–54	56.1	40.1	28.6	20.9	30.4	25.4	24.3	24.7	16.3	20.7	20.2
55 and older	58.3	38.1	26.8	19.8	28.8	22.1	21.4	23.6	16.7	20.1	19.3
Total	**51.7**	**38.7**	**27.4**	**19.5**	**29.0**	**22.8**	**22.5**	**22.8**	**15.4**	**18.9**	**19.8**
Race											
p	0.001	0.001	0.204	0.001	0.001	0.001	0.001	0.01	0.05	0.001	.066
African	48.8	36.8	27.7	18.4	27.4	21.6	22.5	22.2	15.8	18.6	20.1
White	55.0	47.1	27.7	26.4	37.6	31.6	24.5	26.7	14.4	22.9	19.3
Coloured	61.6	45.8	26.4	20.2	33.4	26.1	23.3	24.5	14.0	19.5	19.5
Asian	51.5	38.2	23.5	20.8	28.1	18.3	15.5	19.9	12.3	13.6	15.5
Total	**51.7**	**38.7**	**27.4**	**19.5**	**28.9**	**22.8**	**22.5**	**22.8**	**15.4**	**18.9**	**19.8**
Educational Institution[1]											
p	0.001	0.001	0.001	0.001	0.001	0.001	0.001	0.001	0.001	0.001	0.001
Primary	61.5	44.7	32.5	21.6	34.0	27.6	26.7	27.3	18.6	22.4	21.9
High[2]	39.2	31.2	21.1	17.1	22.6	16.6	17.2	16.9	11.5	14.6	17.1
Interm[3]	53.2	40.0	27.4	18.7	29.6	24.1	23.3	24.0	15.2	18.2	19.6
Special	60.2	34.4	13.8	27.5	34.9	31.8	22.0	27.3	26.3	18.9	18.4
Total	**51.8**	**38.7**	**27.4**	**19.5**	**29.0**	**22.8**	**22.5**	**22.8**	**15.4**	**18.9**	**19.8**

Variable	Type of HIV/AIDS training and workshop attended										
	Lifeskills education	HIV/AIDS education	Dealing with and caring for young PLWHA	Coun- selling	Universal precau- tions to prevent HIV/AIDS	Handle and man- age sex abuse	Legal rights of PLWHA	Rights & responsi- bilities of educators in terms of HIV/AIDS	Support- ing termin- ally ill	Handle and manage sexual harass- ment	Handle and manage violent students
Province											
p	0.001	0.001	0.001	0.001	0.001	0.001	0.001	0.001	0.001	0.001	0.001
WC	61.3	48.6	25.4	20.9	36.8	27.5	22.4	23.9	12.4	20.0	18.6
EC	44.8	29.5	20.4	14.2	18.7	13.7	15.4	15.1	9.1	11.2	13.9
NC	60.7	45.3	28.8	20.4	32.7	24.9	24.7	27.7	17.2	20.3	19.1
FS	59.4	52.7	38.3	19.1	34.3	28.2	30.5	29.4	21.0	22.5	23.8
KZN	58.4	44.4	34.1	24.0	35.7	28.0	27.8	28.7	19.6	23.1	23.6
NW	43.9	40.1	31.9	28.2	31.0	26.9	28.4	28.3	23.8	25.9	26.3
GT	62.5	46.6	31.7	25.6	36.2	30.6	27.3	27.9	17.7	24.1	25.6
MP	47.8	33.4	25.9	16.3	27.9	21.7	21.8	20.5	14.6	17.7	18.2
LP	37.5	25.5	18.4	11.8	18.7	14.7	14.6	14.5	11.4	13.6	14.2
Total	51.7	38.7	27.4	19.5	29.0	22.8	22.5	22.8	15.4	18.9	19.8

Notes:
1 Type of education institution   2 High or secondary school   3 Intermediate or combined school.

6.4.4   Types of HIV/AIDS information received by educators

In order for educators to be effective in their role in HIV/AIDS education they need to have relevant information. We therefore asked educators about the type of HIV/AIDS information that they had received.

Overall, a majority of the educators indicated that they had received various types of HIV/AIDS information. Most educators reported that they had received information on HIV/AIDS education, followed by lifeskills education, and universal precautions to prevent HIV/AIDS (see Table 6.11). Fewer educators, but still the majority, received HIV/AIDS information on supporting the terminally ill as well as on counselling. Overall, information received in a passive manner is less optimal than formal training where one has an opportunity to ask questions and respond.

Table 6.11: Types of HIV/AIDS information received, South African educators 2004

Type of information received	%	95% CI
HIV/AIDS education	85.3	84.6–86.1
Life skills education	82.9	81.9–83.8
Universal precautions to prevent HIV/AIDS	81.8	80.9–82.5
The legal rights of people living with HIV/AIDS	74.0	73.1–74.9
Handling and management of sexual abuse	73.3	72.3–74.3
Dealing with and caring for young people living with HIV/AIDS	73.4º	72.3–74.5
The rights and responsibilities of educators regarding HIV/ADS	71.0	70.0–72.1
Handling and management of sexual harassment	67.1	66.1–68.1
Handling and management of violent students	65.9	64.8–66.9
Supporting the terminally ill	57.7	56.5–58.8
Counselling	58.3	57.2–59.4

6.4.5   Usefulness of more HIV/AIDS education directed at educators

Apart from their role in teaching learners about HIV/AIDS issues, educators themselves require some HIV/AIDS training to encourage them to prevent infection by practising safe sex and reducing the number of their sexual partners. In addition, educators need to know how to treat HIV-positive colleagues and learners appropriately and how to take precautions to prevent being infected by learners and colleagues while doing their work.

An overwhelming majority of the educators (91.8%, 95% CI: 90.9–92.5) revealed that HIV/AIDS education directed at educators would be useful, 5.5% (95% CI: 4.9–6.1) thought that it would not be useful while the remainder (2.7%; 95% CI: 2.4–3.1) said that they did not know.

6.5   Attitudes of educators to teaching learners about HIV/AIDS-related issues

According to the DoE's HIV/AIDS policy, educators are supposed to provide lifeskills training including HIV/AIDS education with a view to preventing the spread of HIV/AIDS among the learners. The attitudes they hold about HIV/AIDS and related issues will impact on their ability to deliver effective HIV/AIDS interventions to their learners. We therefore asked the educators several questions concerning the issue.

6.5.1 Ever taught a class on HIV/AIDS?

One of the ways of controlling and reducing the spread of HIV/AIDS among learners is through teaching them formally about HIV/AIDS in a class as part of the curriculum. We sought to determine how widespread this practice was as it is required of educators according to the DoE's HIV/AIDS policy.

Just under half of the educators (48.4%; 95% CI: 47.3–49.5) indicated that they had previously taught a class on HIV/AIDS, while a slight majority of 50.9% (95% CI: 49.9–52.0) did not and the remaining 0.7% (95% CI: 0.6–0.8) responded that they did not know.

When the association between 'ever presenting a class on HIV/AIDS', on the one hand, and having read/studied the DoE's HIV/AIDS policy amongst educators who had actually seen it, on the other, was assessed, it was found that proportionately more of those who had read/studied the policy had presented a class than those who had not read the policy (see Table 6.12). Similarly, proportionately more of those who had attended HIV/AIDS training and workshops reported that they had presented a class on HIV/AIDS than those who had not done so (also see Table 6.12). It is interesting to note that a sizeable minority of the educators (37%) had presented a class on HIV/AIDS even though they had never attended HIV/AIDS training and workshops.

Table 6.12: Past history of teaching a class on HIV/AIDS by knowledge of the DoE's HIV/AIDS policy amongst educators by selected study variables, South Africa 2004

Variable		Ever presented a class on HIV/AIDS			
	N	Yes % (95%CI)	No % (95%CI)	Don't know % (95%CI)	p
Read or studied DoE's HIV/AIDS policy					0.001
Yes	9 449	60.6 (59.2–61.9)	38.9 (37.6–40.2)	0.6 (0.4–0.8)	
No	1 178	43.2 (39.8–46.7)	56.3 (52.9–59.7)	0.5 (0.2–1.3)	
Total	**10 627**	**58.6** **(57.4–59.9)**	**40.8** **(39.5–42.1)**	**0.6** **(0.4–0.8)**	
Attendance of HIV/AIDS training and workshops					0.001
Yes	7 854	66.6 (65.2–68.0)	32.9 (31.5–34.3)	0.6 (0.4–0.8)	
No	11 161	37.2 (35.9–38,4)	62.1 (60.8–63.3)	0.8 (0.6–1.0)	
Total	**19 015**	**48.6** **(47.5–49.6)**	**50.8** **(49.7–51.8)**	**0.7** **(0.6–0.8)**	

6.5.2 Feel comfortable to teach learners about HIV/AIDS?

In order for one to be effective in teaching learners about HIV/AIDS, an educator must feel comfortable about teaching on the issue. We therefore sought to investigate this issue among the participants in the survey.

Despite the lack of formal training or even knowledge of DoE's HIV/AIDS policy, an overwhelming majority of all the educators (83.6%, 95% CI: 82.9–84.3) indicated that they would feel comfortable to teach their learners about HIV/AIDS, 13.0 % (95% CI: 12.3–13.6) indicated that they were not comfortable and the remainder (3.4%, 95% CI: 3.1–3.7) said that they did not know.

When the association between feeling comfortable to teach their learners about HIV/AIDS, on the one hand, and having read/studied the DoE's HIV/AIDS policy amongst educators who had actually seen it, on the other, was assessed, it was found that proportionately more of those who had read/studied the policy felt comfortable to do so than those who did not read it (see Table 6.13). Similarly proportionately more of those who attended HIV/AIDS training and workshops felt comfortable to teach their learners about HIV/AIDS than those who had not done so (see Table 6.13).

Table 6.13: Comfortableness with teaching their learners about HIV/AIDS by selected study variables, South African educators 2004

Variable		Feel comfortable to teach their learners about HIV/AIDS			
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Read or studied DoE's HIV/AIDS policy					0.001
Yes	9 441	86.7 (85.8–87.6)	10.8 (10.0–11.7)	2.4 (2.1–2.8)	
No	1 180	80.6 (77.7–83.3)	16.2 (13.8–19.0)	3.1 (2.1–4.6)	
Total	**10 621**	**86.1** **(85.1–86.9)**	**11.4** **(10.6–12.3)**	**2.5** **(2.2–2.9)**	
Attendance of HIV/AIDS training and workshops					0.001
Yes	7 847	88.3 (87.4–89.2)	9.7 (8.9–10.5)	2.0 (1.7–2.4)	
No	11 161	80.6 (79.5–81.5)	15.1 (14.3–16.1)	4.3 (3.9–4.8)	
Total	**19 008**	**83.6** **(82.8–84.3)**	**13.0** **(12.4–13.7)**	**3.4** **(3.1–3.8)**	

6.5.3   Willingness to teach learners about human sexuality

In order for one to be effective in teaching learners about HIV/AIDS prevention, an educator must feel comfortable about teaching on issues of human sexuality. This is important because HIV/AIDS is mostly transmitted through heterosexual intercourse and the educators must be willing and confident in teaching learners about human sexuality. We therefore sought to determine this important issue among the participants in the survey.

As concerns willingness to teach their learners about human sexuality, there was an almost identical overwhelming majority of the educators (85.6%, 95% CI: 84.8–86.3) who indicated that they would be willing to do so, 11.1% (95% CI: 10.5–11.8) were not willing, while the remainder (3.3%, 95% CI: 3.0–3.7) did not know.

When the association between willingness to teach their learners about human sexuality, on the one hand, and having read/studied the DoE's HIV/AIDS policy amongst educators who had actually seen it, on the other, was assessed, it was found that proportionately more of those who had read/studied the policy felt comfortable to do so than those who did not read it (see Table 6.14). Similarly proportionately more of those who had attended HIV/AIDS training and workshops were willing to teach their learners about human sexuality than those who had not done so (see Table 6.14).

Table 6.14: Willingness to teach learners about human sexuality by selected study variables, South African educators 2004

Variable	Willingness to teach learners about human sexuality				
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Read or studied DoE's HIV/AIDS policy					0.001
Yes	9 454	86.8 (85.8–87.7)	10.1 (9.3–10.9)	3.1 (2.8–3.6)	
No	1 180	79.5 (76.6–82.1)	14.9 (12.6)	5.6 (4.2–7.5)	
Total	**10 634**	**86.0 (85.0–86.9)**	**10.6 (9.8–11.4)**	**3.4 (3.0–3.9)**	
Attendance of HIV/AIDS training and workshops					0.001
Yes	7 854	88.0 (87.0–88.8)	8.8 (8.1–9.6)	3.2 (2.8–3.7)	
No	11 174	84.1 (83.1–85.0)	12.6 (11.7–13.5)	3.4 (3.0–3.8)	
Total	**19 028**	**85.6 (84.8–86.3)**	**11.1 (10.5–11.8)**	**3.3 (3.0–3.7)**	

6.5.4 Willingness to teach learners about not having multiple sexual partners

One of the main ways in which HIV/AIDS is transmitted is when a person has sex, especially with multiple partners. This increases the risk of infection. In order for one to be effective in teaching learners about HIV prevention, an educator must be willing to teach about this issue. It is important that the educators feel at ease when teaching about it so that the learners may have more confidence in what they are being taught. We therefore sought to determine this important issue among the participants in the survey.

Concerning their willingness to teach their learners about not having multiple sexual partners, an overwhelming majority of all educators (89.0%, 95 %CI: 88.3–89.7) indicated that they would be willing to do so, 8.6% (95% CI: 8.0–9.2) indicated that they were not willing to do so and the remainder (2.4%, 95% CI: 2.1–2.7) did not know.

When the association between willingness to teach their learners about not having multiple sexual partners, on the one hand, and having read/studied the DoE's HIV/AIDS policy amongst educators who had actually seen it, on the other, was assessed, it was found that proportionately more of those who had read/studied the policy were willing to do so than those who did not read it (see Table 6.15). Similarly proportionately more of those who had attended HIV/AIDS training and workshops were willing to teach their learners about not having multiple sexual partners than those who had not done so (see Table 6.15).

Table 6.15: Willingness to teach learners about not having multiple sexual partners by selected variables, South African educators 2004

Variable	Willingness to teach learners about not having multiple sexual partners				
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95%CI)	p
Read or studied DoE's HIV/AIDS policy					0.001
Yes	9 456	89.9 (89.0–90.7)	7.9 (7.2–8.7)	2.2 (1.8–2.6)	
No	1 180	83.7 (81.1–86.0)	12.4 (10.4–14.7)	3.9 (2.7–5.5)	
Total	**10 636**	**89.2 (88.3–90.0)**	**8.4 (7.7–9.2)**	**2.4 (2.0–2.8)**	
Attendance of HIV/AIDS training and workshops					0.001
Yes	7 854	90.8 (89.9–91.6)	6.9 (6.2–7.6)	2.3 (2.0–2.8)	
No	11 177	88.0 (87.2–88.9)	9.6 (8.9–10.5)	2.3 (2.0–2.7)	
Total	**19 031**	**89.1 (88.4–89.8)**	**8.6 (8.0–9.2)**	**2.3 (2.1–2.6)**	

6.5.5 Willingness to teach learners about the use of condoms

One of the most widely used methods for controlling and preventing the spread of HIV/AIDS throughout the world is through the use of condoms. In order for one to be effective in teaching learners about HIV/AIDS prevention, an educator must be willing to teach learners about this issue. This is important because the educators must feel at ease when teaching about condom use so that the learners may have more confidence in what they are being taught. It is worth noting here that some people oppose this practise as they believe that it actually encourages young people to have sex. We therefore sought to determine this important issue among the participants in the survey.

Concerning their willingness to teach their learners about use of condoms, an overwhelming majority of all educators (79.6%, 95% CI: 78.6–80.5) indicated that they would be willing to do so, 16.3% (95% CI: 15.4–17.2) indicated that they were not willing to do so while the remainder (4.1%, 95% CI: 3.8–4.5) indicated that they did not know. A breakdown of these results by race group is presented in Table 6.16. This table shows that proportionately more African educators were willing to teach their learners about use of condoms than their counterparts from the other three racial groups. Whites were far less likely to be willing to teach learners about condom use than the other race groups in the study.

Table 6.16: Willingness to teach learners about use of condoms by race group of educator, South African educators 2004

Variable	Willingness to teach their learners about use of condoms				
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Race group					0.001
African	14 367	83.2 (82.3–84.1)	13.6 (12.8–14.4)	3.2 (2.9–3.6)	
White	2 764	55.0 (51.9–58.0)	35.5 (32.5–38.6)	9.6 (8.2–11.1)	
Coloured	2 685	79.0 (76.3–81.5)	16.4 (14.3–18.8)	4.6 (3.6–5.7)	
Asian	621	72.8 (67.1–77.8)	20.2 (16.0–25.1)	7.1 (4.8–10.3)	
Total	**20 437**	**79.6** **(78.6–80.5)**	**16.3** **(15.5–17.2)**	**4.1** **(3.8–4.5)**	

When the association between willingness to teach their learners about use of condoms, on the one hand, and having read/studied the DoE's HIV/AIDS policy amongst educators who had actually seen it, on the other, was assessed, it was found that proportionately more of those who had read/studied the policy felt comfortable to do so than those who did not read it (see Table 6.17). However, there was no difference in the proportions of those who had attended HIV/AIDS training and workshops who were willing to do

so compared to those who had not attended (see Table 6.17). Thus, HIV/AIDS training and workshops did not appear to be useful in encouraging an educator to teach learners about condom use.

Table 6.17: Willingness to teach learners about use of condoms by having read/studied the DoE's HIV/AIDS policy AIDS amongst educators by selected study variables, South Africa 2004

Variable	Willingness to teach learners about use of condoms			
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Read or studied DoE's HIV/AIDS policy					0.001
Yes	9 449	79.4 (78.1–80.6)	16.1 (15.0–17.2)	4.6 (4.1–5.2)	
No	1 180	72.5 (69.1–75.6)	21.6 (18.8–24.8)	5.9 (4.4–7.8)	
Total	**10 629**	**78.6** **(77.3–79.8)**	**16.7** **(15.6–17.8)**	**4.7** **(4.2–5.3)**	
Attendance of HIV/AIDS training and workshops					0.253
Yes	7 851	79.0 (77.7–80.9)	16.6 (15.5–17.8)	4.3 (3.8–4.9)	
No	11 168	80.0 (78.8–81.0)	16.2 (15.3–17.2)	3.8 (3.4–4.3)	
Total	**19 019**	**79.6** **(78.6–80.5)**	**16.4** **(15.6–17.2)**	**4.0** **(3.7–4.4)**	

6.6   Awareness of other DoE workplace policies

6.6.1   Awareness of DoE policy on sick leave

The DoE has a policy in line with national legislation governing the issue of leave in general and sick leave in particular. Awareness of the sick leave policy is important as this is a right to which all employees in our society are entitled. More importantly, in the era of HIV/AIDS, abseentism among educators due to AIDS-related morbidity or illness is already common, as is reported in the report by Shisana et al. (2005). It is therefore essential that educators should be aware of the sick leave policy and the possible impact on the workload of remaining colleagues if some educators become ill. Other educators may be asked to combine classes or assist the class of an educator who is in the late stages of AIDS-related illness, repeatedly over a long period of time, before she/he becomes either medically boarded or eventually dies.

An overwhelming majority of all the educators (86.7%; 95% CI: 86.0–87.3) were aware of the fact that the DoE supports educators who are ill by giving them sick leave. Table 6.18 shows a breakdown of the responses of educators on their awareness of the sick leave

policy by race group and province. Proportionately more educators who were African and were from the Northern Cape province were aware of this policy.

Table 6.18: Awareness of DoE's policy on sick leave by various demographic variables, South African educators 2004

Variable	Awareness of the DoE's policy on sick leave			
	N	%	95% CI	p
Race group				0.001
African	24 335	87.4	86.7–88.2	
White	2 733	85.2	83.3–86.9	
Coloured	2 679	84.7	82.8–86.4	
Asian	618	80.7	77.1–84.1	
Total	**20 365**	**86.7**	**86.0–87.3**	
Province				0.001
WC	2 364	82.9	81.0–84.7	
EC	2 533	88.4	86.6–90.0	
NC	1 094	92.2	90.3–93.7	
FS	1 341	86.2	83.3–88.7	
KZN	4 231	88.9	87.7–90.0	
NW	1 821	83.4	80.5–86.0	
GT	3 278	82.3	80.3–84.2	
MP	1 486	85.9	83.2–88.2	
LP	2 266	88.1	86.4–89.7	
Total	**20 434**	**86.7**	**86.0–87.3**	

6.6.2 Systems for replacing educators who have been absent for more than 2–3 weeks

Given the general problem of abseentism among educators caused by various factors, including the relatively large numbers of educators who are living with HIV/AIDS (as reported in Shisana et al. 2005), and those who are estimated to currently require treatment with ARVs based on their low CD4 cell count (as reported by Rehle & Shisana 2005), it is important to ascertain how well prepared educational instutions are to deal with the problem. One of the possible solutions – depending on the availability of supplementary funds – is to pay for a substitute educator while continuing to pay a sick educator until she/he recovers. Consequently it is critical to find out how many educational institutions have a system for replacing educators who have been absent for more than 2–3 weeks.

About one-third of the educators (31.4%; 95% CI: 30.1–32.7) reported that their institutions had a system for replacing educators who are absent for more than 2–3 weeks, whilst the majority (57.2%, 95% CI: 55.9–58.6) indicated that they did not have such a system, and the remainder (11.3%, 95% CI: 10.8–11.9) indicated that they did not know. A breakdown of these results by race group and province is presented in Table 6.19. The table shows that proportionately more white, coloured and, to some extent, Asian educators, those employed by SGBs and especially those from the Western Cape and Gauteng provinces were aware of their institution's policy of replacing absent educators than their respective counterparts. Thus African educators were far less likely than other race groups to work in an institution with a system to replace an absent educator. This is most probably because this is a costly option and African educators work predominantly in poorly resourced educational institutions, and the remaining educators are more than likely to either combine classes and/or teach additional classes on behalf of a sick colleague.

Table 6.19: Awareness of school system for replacing absent educators by race group, province and employer, South African educators 2004

Variable	Awareness of school system for replacing absent educators				
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Race group					0.001
African	14 338	23.2 (22.1–24.4)	65.5 (64.2–66.7)	11.3 (10.7)	
White	2 758	66.4 (63.4–69.4)	19.8 (17.5–22.5)	13.7 (11.9–15.7)	
Coloured	2 685	57.0 (52.8–61.2)	33.1 (29.0–37.4)	9.9 (8.4–11.7)	
Asian	622	47.7 (41.9–53.6)	43.6 (38.6–48.8)	8.7 (6.1–12.3)	
Total	**20 403**	**31.4** **(30.1–32.7)**	**57.3** **(56.0–58.6)**	**11.4** **(10.8–11.9)**	

Variable	Awareness of school system for replacing absent educators				
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Province					0.001
WC	2 400	66.1 (62.3–69.8)	22.5 (19.3–26.1)	11.4 (9.5–13.5)	
EC	2 526	21.2 (18.4–24.2)	70.7 (67.5–73.7)	8.1 (6.9–9.5)	
NC	1 110	51.8 (46.7–56.8)	37.3 (32.1–42.7)	11.0 (9.0–13.3)	
FS	1 329	33.9 (29.6–38.6)	50.8 (46.0–55.6)	15.2 (12.9–17.9)	
KZN	4 235	28.2 (25.6–30.6)	60.2 (57.7–62.6)	11.7 (10.6–12.8)	
NW	1 822	30.7 (27.1–34.5)	59.8 (56.1–63.5)	9.5 (8.1–11.0)	
GT	3 297	50.5 (46.5–54.4)	35.4 (31.8–39.2)	14.1 (12.6–15.7)	
MP	1 486	24.1 (18.5–30.7)	61.0 (55.0–66.6)	14.9 (12.6–17.6)	
LP	2 267	14.4 (12.5–16.6)	75.0 (72.5–77.4)	10.6 (9.1–12.2)	
Total	**20 472**	**31.4** **(30.1–32.7)**	**57.2** **(55.9–58.6)**	**11.4** **(10.8–12.0)**	
Employer					0.001
DoE	18 533	30.0 (28.8–31.3)	59.2 (58.0–60.4)	10.8 (10.2–11.3)	
SGB	1 239	57.8 (53.7–61.7)	21.5 (18.3–25.0)	20.8 (18.0–23.9)	
Don't know	31	30.9 (16.4–50.5)	46.3 (28.1–65.5)	22.8 (10.6–42.3)	
Total	**19 803**	**31.5** **(30.2–32.9)**	**57.1** **(55.8–58.5)**	**11.3** **(10.8–11.9)**	

6.6.3 Views on a care/support programme for educators with a drinking problem

Given the relatively large problem of high-risk alcohol drinking among both African and coloured educators and the very widespread low-risk alcohol drinking found among white educators in the same survey (see Shisana et al. 2005), it is important to determine the educators's views about whether or not the DoE provides a care and/or support programme for educators with a drinking problem.

A minority of the educators (21.8%, 95% CI: 20.9–22.7) held the view that the DoE provided a care and/or support programme for educators with a drinking problem whilst nearly half of them (48.7%, 95% CI: 47.6–49.8) indicated that it did not and nearly one-third said that they did not know (29.5%, 95% CI: 28.5–30.6).

6.6.4 Institutional policy on sexual relationships between educators and learners

One of the major determinants of the spread of HIV infection in sub-Saharan Africa is through age mixing – sexual relationships between partners with a great age disparity (Simbayi 2002; UNAIDS 2004). Age mixing usually occurs between a much older partner, especially a male, who is economically better off and takes advantage of a much younger female. This scenario has been documented in Shisana et al. (2005) as being fairly common among some educators in the country. It is therefore possible that some male educators put undue pressure on young female learners to have sex with them, usually in return for some favours in class or at school or even outside of the school setting as well as for some financial and other benefits. Apart from its repugnance from a moral viewpoint, such behaviour might be partly responsible for the age discrepancy in the prevalence rate of HIV infection found between females and males in the 15–30 years of age whereby the prevalence rate among females is much higher than among males, although males catch up later in the 30–40 years age group and even surpass females in terms of HIV prevalence rate. It is therefore imperative to find out how many educational institutions have instituted a policy on sexual relationships between educators and learners as this issue has direct implications both on morality grounds and on the HIV infection rates of both learners and educators.

A majority of the educators (64.2%) reported that their educational institution had a policy on sexual relationships between educators and learners. Table 6.20 shows the breakdown of the responses by sex, age, and race group of the educators as well as the type of educational institution and province. The table shows that proportionately more educators who were male, aged 25–34 years, white, working in secondary/high, combined/intermediate, and special schools, and in all provinces except the Western Cape, KwaZulu-Natal and Limpopo provinces were aware of such a policy than their respective counterparts.

Table 6.20: Awareness of educational institution's policy on sexual relationships between educators and learners by various demographic characteristics, South African public educators 2004

Variable	Awareness of educational institution's policy on sexual relationships between educators and learners			
	N	%	95% CI	p
Sex				0.001
Male	6 483	71.9	70.4–73.5	
Female	13 773	60.5	59.1–61.8	
Total	**20 256**	**64.2**	**63.0–65.3**	
Age (in years)				0.001
18–24	269	64.8	58.5–70.7	
25–34	5 048	66.6	64.7–68.4	
35–44	8 808	64.5	63.0–65.9	
45–54	5 114	61.9	60.1–63.7	
55 and older	1 026	60.3	56.1–64.3	
Total	**20 265**	**64.2**	**63.0–65.3**	
Race group				0.001
African	14 208	63.8	62.5–65.1	
White	2 730	71.5	68.4–74.4	
Coloured	2 652	60.7	57.8–63.7	
Asian	616	60.8	53.4–67.7	
Total	**20 206**	**64.2**	**63.0–65.3**	
Type of educational institution				0.001
Primary	11 255	57.7	56.3–59.1	
Secondary/High	7 187	71.4	69.5–73.2	
Combined/ Intermediate	1 706	68.5	64.4–72.2	
Special	31	68.2	55.3–78.8	
Total	**20 179**	**64.1**	**63.0–65.3**	

Variable	Awareness of educational institution's policy on sexual relationships between educators and learners			
	N	%	95% CI	p
Province				0.001
WC	2 367	61.4	57.7–65.0	
EC	2 508	67.4	64.0–70.6	
NC	1 085	69.1	64.8–73.1	
FS	1 333	68.8	64.2–73.0	
KZN	4 204	59.7	57.1–62.2	
NW	1 790	67.7	64.4–70.9	
GT	3 272	64.3	61.2–67.3	
MP	1 472	66.3	62.6–69.9	
LP	2 243	63.6	61.0–66.2	
Total	**20 274**	**64.2**	**63.0–65.3**	

6.6.5 Access to social work services

The DoE's HIV/AIDS policy advocates the need for an inter-sectoral approach, especially when addressing the issue of HIV/AIDS in relation to childcare issues including OVC and home-based care by NGOs and faith-based organisations. We therefore sought to find out how accessible social work services were to educational institutions.

Almost two-thirds of the educators (59.9%; 95% CI: 58.6–61.1) indicated that their schools had access to a social work service, with a third (31.7%, 95% CI: 30.5–32.8) indicating that they did not and the remainder (8.5%, 95% CI: 8.0–9.0) said that they did not know. A breakdown of these results by various demographic and institution-related variables is presented in Table 6.21. The table shows that proportionately more educators who were white and coloured, working in primary, combined/intermediate and especially special institutions, from the Western Cape, Northern Cape, and Gauteng provinces and employed by SGBs indicated that their institutions had access to a social work service than their respective counterparts.

Table 6.21: School access to a social work service by selected study variables, South African educators 2004

Variable		Access to a social work service by schools			
	N	Yes % (95%CI)	No % (95%CI)	Don't know % (95%CI)	p
Race group					0.001
African	14 330	54.9 (53.6–56.3)	36.9 (35.7–38.2)	8.2 (7.6–8.7)	
White	2 755	82.2 (79.6–84.6)	8.1 (6.7–9.8)	9.7 (8.0–11.6)	
Coloured	2 677	76.7 (73.0–80.1)	14.5 (11.8–17.6)	8.8 (7.3–10.6)	
Asian	621	67.3 (60.8–73.2)	22.3 (17.8–27.5)	10.5 (8.4–13.0)	
Total	**20 383**	**60.0 (58.7–61.2)**	**31.6 (30.4–32.7)**	**8.5 (8.0–9.0)**	
Type of educational institution					0.001
Primary	11 370	63.2 (61.7–64.7)	28.9 (27.5–30.4)	7.9 (7.2–8.5)	
Secondary/High	7 244	55.4 (53.0–57.7)	35.5 (33.3–37.8)	9.2 (8.3–10.1)	
Combined/ Intermediate	1 710	61.8 (57.3–66.1)	29.5 (25.6–33.6)	8.8 (7.1–10.7)	
Special	31	74.1 (54.7–87.1)	21.9 (8.7–45.4)	4.0 (2.3–7.1)	
Total	**20 355**	**60.0 (58.7–61.2)**	**31.6 (30.5–32.8)**	**8.5 (7.9–9.0)**	

Variable	Access to a social work service by schools				
	N	Yes % (95%CI)	No % (95%CI)	Don't know % (95%CI)	p
Province					0.001
WC	2 397	82.1 (78.8–85.0)	8.9 (7.2–10.9)	9.0 (7.1–11.4)	
EC	2 520	50.6 (47.0–54.3)	41.4 (38.2–44.8)	7.9 (6.5–9.6)	
NC	1 106	77.9 (74.7–80.8)	12.8 (10.5–15.5)	9.3 (7.5–11.6)	
FS	1 338	70.4 (67.3–73.4)	20.9 (18.5–23.6)	8.6 (7.0–10.6)	
KZN	4 231	54.8 (52.2–57.3)	35.3 (32.9–37.8)	9.9 (9.0–10.9)	
NW	1 815	65.3 (61.6–68.7)	29.2 (26.0–32.7)	5.5 (4.4–6.9)	
GT	3 298	73.2 (70.3–76.0)	16.9 (14.7–19.3)	9.9 (8.6–11.5)	
MP	1 482	59.3 (54.2–64.2)	31.1 (26.9–35.6)	9.6 (7.6–12.0)	
LP	2 265	48.0 (45.1–51.0)	45.7 (42.7–48.8)	6.2 (5.2–7.5)	
Total	**20 452**	**60.0** **(58.7–61.2)**	**31.6** **(30.4–32.7)**	**8.5** **(8.0–9.0)**	
Employer					0.001
DoE	18 523	59.5 (58.2–60.7)	32.5 (31.3–33.7)	8.0 (7.5–8.6)	
SGB	1 238	72.4 (68.4–76.0)	12.6 (10.3–15.4)	15.0 (12.6–17.7)	
Don't know	31	44.4 (26.6–63.7)	32.3 (16.8–52.9)	23.4 (11.0–43.0)	
Total	**19 782**	**60.2** **(58.9–61.4)**	**31.4** **(30.3–32.6)**	**8.4** **(7.9–9.0)**	

With regards to whether they needed more training on social/welfare issues such as dealing with violence directed at children or child abuse, an overwhelming majority of the educators (95.2%, 95% CI: 94.6–95.7) concurred with the idea, 4.0% (95% CI: 3.5–4.5) thought otherwise while the remainder (0.8%, 95% CI: 0.7–1.0) said that they did not know.

6.7   Attendance of professional development programmes

The Norms and Standards policy requires that educators must attend regular in-service professional training programmes in order to keep them abreast with recent professional developments. In addition other government-led initiatives such as the National Skills Development Act also address the need to improve the levels of skills in various sectors of the economy through a number of Sector Education and Training Authorities (SETAs). We therefore asked educators if they had attended such training.

When asked if they had attended a professional training development programme during the past two years, a majority of all the educators (59.8%, 95% CI: 58.8–60.7) indicated that they had done so, 39.1% (95% CI: 38.2–40.1) had not done so while the remainder (1.1%, 95% CI: 1.0–1.3) indicated that they did not know. A breakdown of these results by various demographic and institution-related variables is presented in Table 6.22. The table shows that proportionately more educators aged between 35 and 54 years, African and Asian, worked in KwaZulu-Natal and North West provinces, were senior teachers, education specialists and principals as well as deputy principals, employed by DoE and were in the high annual income bracket indicated that they had attended a professional training development programme during the past two years than their respective counterparts.

Table 6.22: Attendance of a professional training development programme during the past two years by various study variables, South African educators 2004

Variable	Attendance of a professional training development programme during the past two years				
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Age (in years)					0.001
18–24	270	43.0 (36.3–49.9)	51.1 (44.2–58.0)	5.9 (3.4–10.1)	
25–34	5091	58.4 (56.6–60.2)	39.9 (38.2–41.6)	1.7 (1.3–2.2)	
35–44	8 898	60.0 (58.6–61.4)	39.1 (37.7–40.5)	0.9 (0.7–1.2)	
45–54	5 162	62.0 (60.3–63.6)	37.4 (35.8–39.1)	0.6 (0.4–0.9)	
55 and older	1 031	59.3 (55.6–62.9)	39.2 (35.6–42.9)	1.5 (0.8–2.8)	
Total	**20 452**	**59.8** **(58.9–60.8)**	**39.0** **(38.1–40.0)**	**1.1** **(1.0–1.3)**	

Variable	Attendance of a professional training development programme during the past two years			
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Race group					0.001
African	14 337	60.5 (59.3–61.6)	38.4 (37.4–39.6)	1.1 (0.9–1.3)	
White	2 757	57.6 (54.5–60.6)	40.7 (37.7–43.8)	1.8 (1.3–2.4)	
Coloured	2 681	54.1 (51.2–56.9)	45.2 (42.4–48.0)	0.8 (0.5–1.2)	
Asian	618	64.1 (59.6–68.3)	35.3 (31.0–39.7)	0.7 (0.3–1.6)	
Total	**20 393**	**59.8 (58.8–60.8)**	**39.1 (1.0–1.3)**	**1.1 (0.96–1.3)**	
Province					0.001
WC	2 401	54.6 (51.8–57.4)	44.3 (41.4–47.2)	1.2 (0.8–1.8)	
EC	2 526	61.9 (58.7–65.1)	37.1 (33.9–40.3)	1.0 (0.6–1.7)	
NC	1 107	60.3 (56.6–63.9)	38.7 (35.2–42.3)	1.0 (0.5–2.0)	
FS	1 336	58.4 (55.1–61.7)	39.8 (36.4–43.3)	1.8 (1.2–2.7)	
KZN	4 224	66.9 (65.2–68.5)	32.5 (31.0–34.2)	0.6 (0.4–0.9)	
NW	1 819	65.6 (62.8–68.4)	33.8 (31.2–36.6)	0.5 (0.2–1.2)	
GT	3 297	60.7 (58.4–62.9)	37.4 (35.2–39.6)	2.0 (1.5–2.6)	
MP	1 489	51.4 (48.1–54.6)	47.2 (43.9–50.4)	1.5 (0.9–2.3)	
LP	2 263	50.0 (48.1–52.5)	48.8 (46.3–51.3)	1.3 (0.8–1.9)	
Total	**20 462**	**59.8 (58.9–60.8)**	**39.0 38.1–40.0)**	**1.1 (1.0–1.3)**	

Variable	Attendance of a professional training development programme during the past two years			
	N	Yes % (95% CI)	No % (95% CI)	Don't know % (95% CI)	p
Position in educational system					0.001
Teacher	15 263	56.9 (55.8–58.1)	41.8 (40.7–42.9)	1.3 (1.1–1.5)	
Senior teacher	2 192	63.2 (60.8–65.6)	36.3 (33.9–38.7)	0.5 (0.3–0.9)	
Education specialist	635	73.4 (69.6–76.9)	25.0 (21.7–28.7)	1.6 (0.7–3.7)	
Principal/Deputy Principal	1 980	73.1 (70.4–75.7)	26.4 (23.8–29.2)	0.5 (0.3–0.9)	
Total	**20 070**	**59.8** **(58.8–60.7)**	**39.1** **(38.1–40.1)**	**1.1** **(1.0–1.3)**	
Annual income					0.001
Low	3 453	52.2 (50.0–54.3)	45.9 (43.7–48.0)	2.0 (1.5–2.7)	
Medium	15 887	61.0 (59.9–62.1)	38.1 (37.0–39.2)	0.9 (0.8–1.1)	
High	963	70.2 (66.7–73.5)	29.2 (25.9–32.7)	0.6 (0.3–1.5)	
Total	**20 303**	**60.0** **(59.0–60.9)**	**39.0** **(38.0–40.0)**	**1.1** **(0.9–1.3)**	

6.8   Kinds of support provided to educators

Educators require support from the various stakeholders in order to play their meaningful role as educators in general and specifically with regards to their other role in HIV/AIDS education. If grossly dissatisfied with both the type and amount of support they receive from various stakeholders, some educators decide to leave the profession as was found in the report by Hall et al. (2005). We therefore asked what kinds of support they were receiving in order to identify the gaps.

6.8.1   Support provided in their role as an educator

When educators were asked about how much support they received in their role as an educator, significantly more educators indicated that they received proportionately more support from the SGB and their union than they did from the students' parents and the DoE (see Table 6.23).

Table 6.23: Source of support in role as an educator, South African educators 2004

Source of support	Response		
	Agree	Unsure	Disagree
SGB	79.9 (78.8–80.9)	8.8 (8.3–9.4)	11.3 (10.6–12.1)
Union	78.4 (77.5–79.4)	12.4 (11.8–13.1)	9.1 (8.6–9.7)
DoE	64.6 (63.5–65.7)	16.6 (15.9–17.4)	18.8 (18.0–19.6)
Students' parents	63.2 (62.1–64.3)	17.1 (16.4–17.9)	19.7 (18.8–20.6)

Note: n = 20 254

6.8.2 Support provided to educators for their role in AIDS work/education

As regards support educators receive for their role in AIDS work/education, a slight majority indicated that they received proportionately more support from their union, DoE and religious groups in the community (see Table 6.24). Between a third and a half of educators indicated that the support came from the SGB and the parents of their students.

Table 6.24: Source of support provided to public educators for their role in AIDS work/ education, South African educators 2004

Source of support	Response		
	Agree	Unsure	Disagree
Union	54.9 (53.9–56.0)	21.0 (20.1–21.8)	24.1 (23.3–25.0)
DoE	52.4 (51.3–53.6)	23.4 (22.6–24.2)	24.2 (23.3–25.2)
Community religious groups	52.4 (51.4–53.5)	18.8 (18.0–19.6)	28.8 (27.8–29.8)
SGB	43.1 (41.9–44.3)	22.7 (21.9–23.5)	34.2 (33.1–35.4)
Student's parents	35.1 (34.1–36.2)	25.2 (24.3–26.1)	39.7 (38.6–40.8)

Note: n = 20 254

6.9 Kinds of support needed by educators

As alluded to in the last section, educators require support from the various stakeholders in order to play their meaningful role as educators in general and also specifically with regards to their other roles including providing HIV/AIDS education to learners. We

therefore asked educators what kinds of support they needed. This will help both policy makers and programme developers to address these needs. According to Hall et al. (2005), if educators are grossly dissatisfied with both the type and amount of support they receive from various stakeholders, some of them decide to leave the profession.

6.9.1 Support for preventing new HIV infections amongst educators and learners

As regards the type of support the educators should receive from DoE to help prevent new HIV infections amongst educators and learners, most educators indicated that they required more programmes/workshops/manuals (see Table 6.25). Just over one-third of the educators indicated that it was by making HIV/AIDS part of the curriculum/dedicated classes, while less than one-fifth suggested publicising safe sex messages (ABC).

Table 6.25: Support the DoE should provide to educators to prevent new HIV infections amongst educators and learners, South African educators 2004

Type of support	%	95% CI
More programmes/workshops/manuals	69.9	69.0–70.9
Strengthen awareness programmes/messages	41.4	40.4–42.4
Train teachers about HIV/AIDS/healthy living	42.5	41.4–43.6
Make HIV/AIDS part of curriculum/dedicated classes	37.7	36.6–38.7
Publicising safe sex messages (ABC)	18.8	17.9–19.8
Other	10.0	9.4–10.6

6.9.2 Support regarding the care of ill educators and learners

When asked what support the DoE should provide regarding the care of ill educators and learners, a slight majority of educators indicated that it was treatment and medication, and financial support (see Table 6.26). Fewer educators mentioned combating stigma and discrimination as well as home schooling/care centres.

Table 6.26: Support the DoE should provide to educators regarding the care of ill educators and learners, South African educators 2004

Kind of support	%	95% CI
Treatment and medication	55.8	54.8–56.8
Financial (for example, grants, medical etc.)	54.5	53.4–55.6
Emotional (home visits, moral support)	36.4	35.4–37.5
Material (for example food)	27.1	26.2–28.0
Assistance/support to schools (substitute teachers/workshops)	25.1	24.1–26.1
Combat stigma and discrimination	18.0	17.0–18.9
Home schooling/care centres	17.4	16.6–18.2
Other	8.5	7.9–9.1

6.9.3 Support regarding ARV drugs

Given the magnitude of the epidemic among the educators, as shown in the main report by Shisana et al. (2005), and estimates of educators who require ARVs as reported by Rehle and Shisana (2005), there is a need to determine the level of literacy among educators in order to establish if increased advocacy around the issue will be required. Furthermore, we sought to ascertain educators' needs for support from the DoE with regard to ARV drugs.

When the educators were asked about the effect of ARVs on a person living with HIV/AIDS, two-thirds of the educators indicated that ARVs increase the number of years an HIV-infected person can live (see Table 6.27). Less than one-third of the educators said that ARVs improve the quality of life/health/productivity of HIV-infected persons, and also delay the onset of AIDS by keeping the virus under control. About one-fifth indicated that ARVs also reduce HIV infections.

Table 6.27: The effects/advantages of ARVs on a person living with HIV/AIDS, South African educators 2004

Effects/Advantages of ARVs	%	95% CI
Prolongs life/increases the number of years an HIV-infected person can live	67.1	66.2–68.0
Improves immune system/resistance to infections	47.5	46.5–48.6
Improves the quality of life/health/productivity of HIV-infected persons	31.1	30.2–32.1
Delays onset of AIDS/keeps the disease under control	25.8	25.0–26.7
Reduces HIV infection	17.8	17.0–18.6
Other	5.2	4.8–5.7

With regards to what kind of support that DoE should offer educators regarding ARVs, almost two-thirds of the educators indicated that the DoE should provide drugs free of charge (see Table 6.28). Almost one-third of them said that the DoE should support subsidisation of the medication and also provide nurses/mobile clinics (see Table 6.28).

Table 6.28: Support that DoE should provide educators regarding ARVs, South African educators 2004

Kind of support	%	95% CI
Provide drugs free of charge	64.3	63.3–65.3
Ensure drugs are accessible/available	46.2	45.2–47.2
Subsidised medication/support medical aids funds	35.8	34.8–36.8
Nurses/mobile clinics	32.0	31.0–33.1
Other	4.5	4.2–4.9

Section seven: Conclusions

- Successes

- Review of policy by experts

- Connection between policy making and implementation

- Monitoring and evaluation

- Impact of policy on educators

7. Conclusions

In keeping with the original aims of the project, the conclusions to this report are presented under four headings, namely: Review of policy, Connection between policy and practice, Monitoring and evaluation, and Impact of policy on educators. Prior to this, the successes of the DoE in introducing policy are discussed.

7.1   Successes

In a context where there is often significant levels of criticism, it is important to acknowledge the successes that have been achieved. Informed mostly by the National Education Policy Act, this and related policies have played a mayor role in the transformation of the education sector. They have provided the country with an ideological, theoretical and operational framework within which to plan for a single national education system. These policies, developed within a framework of social and political justice, clearly articulate the government's intention to deliver an education system in which conditions exist for equitable and equal opportunities for all learners (Parker 2004).

Specific successes in implementation include the implementation of the HIV/AIDS programme (about half of the educators indicated that they had attended HIV/AIDS training and workshops on lifeskills education and just over one-third had attended HIV/AIDS education workshops even though they are not HIV/AIDS or lifeskills teachers); the establishment of SGBs (a recent investigation reported on at the DoE workshop showed that nationally only seven schools did not have such structures in place); school management teams are being set up; the implementation of outcomes-based education (even if this has come under a lot of criticism); and improvements in access to education and community participation in schools. These and other successes need to be discussed as they are major steps towards establishing a new education system.

Successes seem to have occurred where the resources are better. For example, in the schools that the policies have reached and there are sufficient resources to implement policies, SGBs have been established, as have school HIV/AIDS committees that have been operating effectively. The importance of this is firstly that implementation is beginning, which provides a base from which further implementation can develop and experience be acquired. The second important impact is that in these contexts the policies appear to work effectively. It is acknowledged, however, that additional resources are going to be required for certain schools.

7.2   Review of policy by experts

As was stated in the very beginning of this report, the general review of the policy content is very positive. Change in the South African education system has definitely been achieved through these pieces of legislation and/or policies. There was general agreement among the expert review panel members and in the academic literature reviewing these policies that the policies themselves were sound and if they could be actualised would produce a solid and well-functioning education sector. Gains have been made in terms of all of the policies. There is much greater integration in schools, HIV/AIDS education programmes are happening, sexual abuse of learners by educators has reduced considerably, there is considerable progress on the refocusing of the educator profession and so on. The policies have a strong human rights function and are intended to promote

equality within the education system. They also attempt to identify crisis points for the education sector, such as violence and HIV, and put in place policies to address these issues. The policies present a vision for the future and include within their contents many of the methods and approaches required to achieve this vision.

A crucial discussion is the use of policies to spell out a vision for education in the future, or to set out what would constitute an ideal set of controls against violence in a school. This created a tension between what is visionary and what is attainable. The policies were criticised in that they set out visions that had little or no chance of being implemented in the foreseeable future and the resource requirements were too high. The tension between visionary policies or those intended for full immediate implementation is more than a semantic position (Jansen 2004). This distinction appears to be more of a variation of perspective on the role and nature of policy within the education sector. There is a clear need for both policies that provide current direction and immediate systems of functioning and for policies that inform the future and outline what the future goals should be. This critique was especially applied around SASA, but could apply equally to the Special Needs Education White Paper, Safety Measures at Schools Policy or the Signposts for Safe Schools Policy.

Some specific criticisms were raised. Firstly, there was a concern that certain of the policies, particularly SASA, could be used against their intented purpose by individuals wanting to protect exclusive interests. The National Policy on HIV/AIDS was critiqued for its poor theory on behaviour change. The policy prescribes only education regarding health issues, which was felt to exclude issues of culture and context, which ultimately have a much higher impact on final behaviour. This point was raised in the experts review, DoE workshops and in the literature (De Clerq 1997; Parker 2004).

7.2.1 Specific concerns with regard to policies

The following concerns were expressed:

- That certain of the policies, particularly SASA, can be used against their intended purposes by individuals wanting to protect exclusive interests. For example, the policy could be used to protect privilege or to maintain exclusion;
- That the National Policy on HIV/AIDS focuses predominantly on health issues, and insufficiently on issues related to culture and context. The context within which people live and their culture has been shown to have a much higher impact on final behaviour;
- That some of the policies generated considerable additional administrative work, which considerably extended the working hours of teachers and shortened time available for their core function of teaching;
- That the Norms and Standards for Educators placed significant, and perhaps impossible, demands on educators. The number of roles that they are expected to play require educators to be skilled in a number of areas if they are to play these roles meaningfully. The study found that in many respects this should be seen as a visionary project that shows recognition and respect for the range of roles and tasks that educators can play.

7.2.2   Specific gaps within the content of HIV/AIDS policy

The specific gaps noted in the content of the policy on HIV/AIDS include:

• Insufficient focus on issues related to culture and context, including child abuse, gender violence and stronger community participation in school-based responses to social ills;
• Inadequate coverage of comprehensive treatments including the use of ARV medication;
• Lack of clarity on the DoE's position on assistance provided around treatment and support issues;
• Greater emphasis on support measures available for OVC.

7.3   Connection between policy making and implementation

The last ten years have been characterised by attempts to reform the DoE, including major changes in structure, new leadership, new policies and working to maintain and improve system functionality. These changes have now largely been achieved so the emphasis needs to shift towards fuller implementation of policies.

At a structural level there appear to be disjunctures between the national office and the provincial and district offices. The national office develops policies, but implementation is done at provincial and district level (Parker 2004). The chief concern here is the breakdown between policy and practice, indicating a need to oil the chain that links policy making and policy implementation.

The chief concern in this report is the breakdown between policy and practice. This was explained in the text above in relation to a number of constructs. The issue of resources was noted repeatedly, and most specifically in the workshop with the DoE officials and in the reviewers' reports. All agreed that insufficient resources have been made available to make full implementation possible. As was stated in the literature review, the movement in general national policy from a focus on RDP to GEAR placed very real constraints on the resourcing of policies. Many of the policies were developed in the era of RDP, during which time the redistribution of resources was the major focus. GEAR required much more austerity. There were attempts to adapt policies and to revisualise implementation, but the principles enshrined in the National Education Policy Act and National Schools Act could not be retracted.

A commonly voiced criticism was that the national office of the DoE was insufficiently aware of the context on the ground when designing policies (Lewin et al. 2004). This seemed to arise partly from a desire to produce politically correct policies in which problems of context were denied. The workshop indicated a different situation in that DoE officials were aware, at least at a general level, of the problems, but were severely curtailed from responding adequately by the lack of resources.

There are also clear challenges due to both a lack of information and poor information on the specifics of the educational context – not even the full address list of schools and set of resources of all district offices is available, as is discussed in the main report by Shisana et al. (2005).

A large number of policies were released over a short period of time. There was little real preparation on the ground for this and information on the policies themselves reached only a portion of the educators. This is shown even in the distribution of the National HIV/AIDS policies, into which particular effort was put.

Resistance among educators and officials to the policies also presented complications. This takes two forms. Firstly there is a resistance to changing from established methods of doing things. Educators who have been working for a considerable period will have established methods of working which are difficult to change. The new policies also increase the amount of regulation of practice, which is being resisted. Secondly, there is also likely to be resistance of a political nature, which could draw on the protection of privilege or culture. Within this opposition there may be direct resistance to implementation or deliberate misinterpretation of policy so that it is implemented in a distorted fashion.

7.4   Monitoring and evaluation

M&E systems are required in order to be able to really understand the role and impact of policy. It was the conclusion of both the experts and the DoE senior managers, as well as in the literature (Jansen 2002), that M&E systems within the DoE are largely disorganised at present. A considerable amount of data is collected, but problems within the system, such as provinces changing data collection instruments, have undermined their usefulness. A current move from within the DoE national office will attempt to address this. A new information system providing direct connection to schools should improve considerably the capacity of the system. Existing data is also being standardised to ensure that past information is used productively.

The chief role of M&E is to provide accurate information that will allow for rapid assessment and development of the policy over time. This will help in moving the policies from a level of symbolism to one of tangible delivery.

There has been consideration of the M&E component and designs are incorporated into a number of the policies. However this has often not been adequately implemented. There is also an excess of unreported and unused information that is collected annually. A better integrated system could draw all of this together with the data from readily available sources as suggested in the following section. This integration and the completion of information processing on the currently available information could already answer a significant number of the questions raised. The area of research and M&E appeared to become less organised when it was no longer organised through a specific department, but was distributed over different departments in the DoE, although the provision of EMIS remains as a centralised function.

Again this will require additional resources for implementation. One of the potential advantages is that it is likely to uncover areas where resources are being wasted or used inefficiently. These can then be reallocated to areas of need with the DoE. In this way the system could end up covering its own costs.

7.5   Impact of policy on educators

The impact of policy on educators will be examined in terms of their awareness and response firstly to the HIV/AIDS policies and then to the workplace policies, before looking at the potential implications of policy for attrition among educators.

It is interesting to note that a majority of educators were aware of the DoE's policy on HIV/AIDS and that in particular those who had studied or read the policy found it useful. Unlike the DoE's policy, very few union members were aware of their own union's HIV/AIDS policy. It is equally interesting that most educators indicated that they would like to find out more about both types of HIV/AIDS policies.

Most educators were aware that the DoE's policy on HIV/AIDS targets educators and learners and deals mostly with HIV/AIDS education and lifeskills issues. However, most felt that it did not address the issue of HIV/AIDS stigma in schools adequately.

It is of great concern that only half of all educators in the sample, especially those who had studied or read the DoE policy, were aware of the existence of an HIV/AIDS implementation plan in their institution. This is exacerbated by the fact that most institutions do not have institutional AIDS committees. This means that most institutions have yet to implement this DoE policy directive.

Although educators were aware of some DoE policies, such as the policy on sick leave and the policy on sexual relationships between educators and learners, most were unaware of other workplace policies, including the fact that the DoE provides a care and/or support programme for educators with a drinking problem and that their institutions could have a system for replacing absent educators. It is disturbing to note that African and Asian educators and educators in some rural provinces like Eastern Cape and Limpopo were less knowledgeable about these policies than their white counterparts and those from major urban provinces such as Gauteng and the Western Cape.

The fact that about half of the educators indicated that they had attended HIV/AIDS training and workshops on lifeskills education and just over one-third had attended HIV/AIDS education, suggests that some excellent progress has been made so far, particularly given the fact that not all educators are expected to teach learners about HIV/AIDS and lifeskills but rather a few educators per school. To start with, not everyone is expected to attend as the train-the-trainer model is used. More interesting was the fact that about half of the educators, especially those who were familiar with the DoE's HIV/AIDS policy and also attended HIV/AIDS workshops and training, indicated that they had previously taught a class on HIV/AIDS. It is also worth noting again that proportionately more senior and especially white educators as well as those from some major urban provinces had attended the workshops than their respective counterparts.

It is very reassuring to note that the overwhelming majority of educators, especially those who were familiar with/knowledgeable about the DoE's HIV/AIDS policy and also attended HIV/AIDS workshops and training, indicated that they would feel comfortable to teach their learners about HIV/AIDS, human sexuality, not having multiple sexual partners and about the use of condoms. However, it is of great concern that fewer white educators were willing to teach learners about the use of condoms, given the racial mixing now taking place in many previously white schools. This is especially so in

respect of learners as well as the fact that there is also a lower prevalence of HIV among whites than among Africans in the general population (see Nelson Mandela/HSRC Study of HIV/AIDS 2002), even though HIV prevalence is extremely low among white educators themselves (see Shisana et al. 2005). It is also interesting to note that an overwhelming majority of educators indicated that HIV/AIDS education directed at educators would be useful, although fewer of the white educators indicated they felt so. Furthermore, an overwhelming majority of educators indicated that they needed some more training on social/welfare issues such as dealing with violence directed at children or child abuse.

The majority of educators indicated that they had attended a professional training development programme during the past two years. These training opportunities included subject matter such as HIV/AIDS, lifeskills, sexual abuse, counselling, management of violent situations and support for the terminally ill, amongst other topics.

The finding that almost two-thirds of educators indicated that their schools had access to a social work service – especially among white and coloured educators, those employed by SGBs and working in primary, combined/intermediate (especially special institutions), as well as in the Western Cape, Northern Cape, and Gauteng provinces – was not surprising as it is mainly a legacy of the apartheid era. The low level of access to social services at secondary/high school level as well as among institutions at which most African educators work and in mostly rural provinces is of concern, especially in the era of HIV/AIDS as the responsibility of running households and taking care of siblings, especially after parents have died from HIV-related illnesses, falls mostly among secondary/high school learners. This clearly needs to be addressed urgently.

While a large majority of the educators indicated that they received most support from their SGB and their union in their role as educators, it is interesting to note that just over half of the educators indicated that they received it from their union, DoE and religious groups in the community in their role in AIDS work/education. This discrepancy shows the differences in the main interests of the various stakeholders. It is especially interesting to note that the DoE and the parents of the learners were deemed not to be as supportive of educators. According to the reports by Shisana et al. (2005) and Hall, Nkomo and Altman (2005) the majority of educators would like to leave their jobs for greener pastures if they could get alternative employment because of general dissatisfaction with, among other things, their conditions of employment and lack of support from DoE and learners' parents. More importantly, however, the valuable role played by unions, DoE and FBOs in supporting the role of educators in AIDS work/education shows the significance of partnerships between the DoE, unions, NGOs and FBOs, especially in this endeavour.

It is not surprising that the needs of educators from the DoE that were identified depended on the issue concerned. For example, regarding prevention of new HIV infections amongst educators and learners, the need expressed was for more programmes/workshops/manuals for educators; regarding the care of ill educators and learners, it was to provide treatment and medication, and financial support; and regarding ARVs, the need was to provide drugs free of charge. Clearly educators are dedicated to the fight against HIV/AIDS and want support from the DoE in this for their learners as well as for themselves. The latter is in respect of providing free ARV treatment as well as financial support for educators, especially when fellow educators and their learners are ill.

Finally, it is not surprising that the majority of educators were generally very knowledgeable about ARVs. As educators are by profession mostly very literate people, they are more informed about many issues, including ARVs, than most people in the general population. They also have access to the print and broadcast media, both of which have been covering the controversial debate on the roll out of ARVs in the country.

7.5.1 Direct potential impacts of policy on educator attrition

It is difficult to connect policy directly with attrition as educators leave the profession for multiple reasons and the connection of policy to these decisions cannot be traced. The study also did not attempt to make this connection directly. However, the attitudes of educators to policy do provide guidelines as to the influence of policy on their happiness and sense of security in their posts.

There needs to be awareness that it could be the policy itself that is creating problems among educators (Crouch & Perry 2003). The overloading of policies on educators over the last few years has created much confusion among educators and added considerably to their workload. This in itself is a pressure to leave the profession and should be examined in its own right as a factor leading to educator attrition.

Section eight: Recommendations
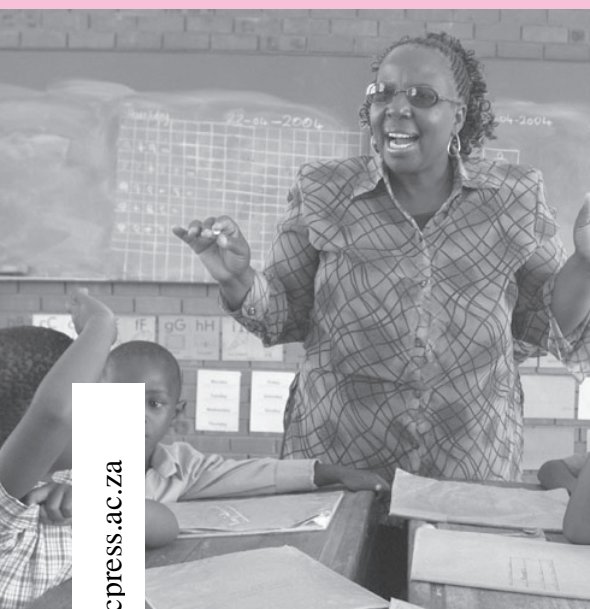
- Introduction

- Brief summary and key recommendations

- Potential additional sources of information for monitoring and evaluation

- An example of a standardised monitoring and evaluation component

- Union HIV/AIDS policies

8. Recommendations

8.1   Introduction

A number of more directed suggestions have been drawn from earlier sections of this report. It is not intended to repeat points made in the conclusion or recommendations made in the text, in this section. Those will be taken as read. However, an abbreviated list of the key focus areas where recommendations are made follows below. In addition, some specific recommendations relating to M&E are made, which will be spelt out in more detail as they did not form part of the original text.

8.2   Brief summary of key recommendations

8.2.1   Policies

(a)   The use of legislation and policy to present a vision without the resources or immediate intent to change the situation needs explanation. The strategy is useful, but has created expectations of an immediate response. It may be important to state up front what should be regarded as visions for the future versus those that are intended for immediate implementation. It is also be important to sketch plans and timetables for the implementation of the policies (Schwahn & Spady 1998). It is recognised that timetables may be difficult to draw up due to instability of resources and the political implications of such timetables. However, this may be a better option than the current climate of uncertainty.

(b)   The Norms and Standards Policy in particular raises considerable demands on the educators (Kiely 1998). Expectations around this policy have to be clarified, as it is unlikely that many educators would be able to fulfil these roles by themselves. Other policies such as the Signposts for Safe Schools and the HIV/AIDS policies also make increased demands on the educators and their time.

(c)   The policies need to be defended regarding their positive attributes, including their progressive nature, emphasis on equality, respect of human rights and developmental focus. These are important gains and improvements, particularly considering previous systems.

(d)   There is inadequate recognition of the impact of HIV/AIDS on the context of educators. The impact of additional roles for healthy educators, as some fall ill and withdraw from an active role, and the impact on morale need to be directly addressed in employment, and HIV/AIDS workplace policies need to be considered.

(e)   Specifically policy is needed on how to cover for educators who are too ill to carry out their full workload, but who remain on the staff of the school. The impact on the remaining educators will be unmanageable over the long term, so a system of replacement educators will need to be found.

(f)   Within the HIV/AIDS policies and the policies dealing with violence and substance abuse, Signposts for Safe Schools and Safety Measures at Schools, there needs to be a greater recognition of the social factors behind the risk behaviour. Theories of the determinants of behaviour and behaviour change, such as the AIDS Risk Reduction Model (see pages 7–8 in the main report by Shisana et al. 2005 for an exposition of this model) need to be incorporated.

(g)   Some gaps have been noted in the policies. Social problems such as child abuse and gender violence need to be addressed, as they are fundamental social problems in South Africa and educators are often exposed to these problems among their learners. The situation of OVC also requires greater attention.

(h)   The nature and roles of schools under these sets of policies require consideration. A modified understanding needs to be spelt out that draws on the contents of the new policies. Crucial factors to incorporate into the new vision of schools would be ideas of community links, learning useful and effective knowledge and the ideas of educators serving a range of caring needs for the learners in their school.

(i)   Many of the policies have specific recommendations attached that are listed earlier in the report and will not be repeated here.

8.2.2   Implementation

As much of the confusion and change that characterised the last ten years has now settled down, there is a need to move more decisively towards the full implementation of policy.

(a)   Adequate implementation plans including action agendas and timelines need to be developed so that expectations are not raised. This needs to be done realistically in relation to the resources available (Schwahn & Spady 1998).

(b)   The first and most important point is obviously to act in the areas where implementation is weakest. This is likely to be in rural and poorer schools and the district and provincial offices that support these schools. Many of these schools need resources – both people and equipment – to be able to implement policy.

(c)   Educators need to be prepared for the policy, which includes receiving copies of the policies, background information on the intentions of the policy, and indications of the backup and resources that will be available (Joyner 2000).

(d)   A system of using peer educators is being advocated in place of the cascade model for informing educators about policy and background information for the implementation of policy. The problems with the cascade model are well known and will be difficult to get around, so the use of peer educators should be evaluated and introduced if initial indicators of success are met. The new system can then be more fully evaluated and suggestions made for its improvement.

(e)   Specific attempts to ensure adequate distribution of policies needs to be made so that policies reach district offices and schools, and once in the schools the educators have to have access to them. This will require that the DoE improve their database on schools and communication systems with schools.

(f)   Likewise, there is a need for preparing the context for the introduction of policies. There needs to be recognition that the education sector is a system and as such new policies have to find their place within this system. Currently the system operates around the pre-existing policies and requires assistance in adaptation (Coombe 2004).

(g)   Educators themselves require preparation for the introduction of policies. The new set of policies has had significant implications as the new policies have changed educators' identity as professionals and their practice considerably, and increased regulatory control (Crouch & Lewin 2004). These changes are clear from the implications of, for example, the Norms and Standards policy and the National HIV/AIDS policy. Many feel that educators have not had sufficient input into these policies. These concerns have to be addressed if educators are to be expected to co-operate with the new policy structures. Karavas-Doukas (1989) addressed the centrality of educators in policy implementation and the need for them to be prepared.

(h) As part of this preparation, better links and communication are required between the national office and provincial and district offices (Parker 2004). An important part of the breakdown in implementation and in M&E seems to take place at this point of transfer of responsibility.

(i) Greater co-operation between the DoE, unions, SACE and NGOs working in the education sector could facilitate implementation considerably. This will however require a greater openness on the part of the DoE to work with these bodies in the development of the policy and around plans for their implementation.

(j) Given the weight of needs in the education sector, and the general restrictions on resources, it is going to be difficult to provide the resources required to fulfil the requirements of the policies. Assessments need to be made of available resources and more directed attempts made to mobilise these effectively.

(k) More support is needed for schools with poor internal resources and SGBs and HIV/AIDS committees to make sure that they are able to complete the tasks assigned to them in the policy, such as the selection of educators and the development of HIV/AIDS prevention strategies for the school.

(l) One potential solution to the problem of resources is to develop greater co-operation with other government departments and services. The nature of these relationships should be clarified, especially regarding what can be expected and to prepare the ground for such negotiations. At present the policies talk about such connections without acknowledging that these departments also have restricted resources and that these services are often not available near to the schools.

(m) A greater understanding of the relationship between policy and practice, specifically in the context of South Africa, would facilitate planning and implementation considerably (Hall 1995).

(n) A more gradual approach is required in the introduction of policy. It is not possible to fully implement all aspects simultaneously. If some aspects could be selected for specific focus this may facilitate implementation overall. This supported ideas presented earlier by Parker (2004).

(o) The load that the policies put on educators has to be considered as this is limiting the potential for implementation.

8.2.3   Monitoring and evaluation

(a) A full M&E system has to be introduced. The basics of this system are in place with regard to information sources and plans within policies, but these have not been adequately organised or implemented. Crouch (1998) identified the need for preventive, diagnostic and corrective use for M&E.

(b) The national co-ordinated systems used currently to collect data need to be evaluated to assess their effectiveness. Recurrent problems occur with data collection and analysis. New systems are currently being introduced, which should improve the situation, but a strict evaluation is still required.

(c) There needs to be some centralised overseeing of research and M&E to ensure that it happens and is integrated. If responsibility is dispersed this is likely to reduce efforts in this area, increase variation in systems and increase costs as multiple efforts will need to be made instead of a single integrated approach.

(d) Specific evaluation protocols need to be developed for all policies (Coombe 2004). This will not necessarily require separate data collection for each. Some common methodologies can be used across a number of policies. It is the use of the data that may need to vary.

(e)   Staggered implementation tied to intervention may produce good insights into how policies work and allow for adaptation prior to implementation nationally. This may be useful given the shortage of resources. Priorities can be established in certain areas where adequate resources are provided for the implementation of policy. This policy can then be carefully evaluated, which would allow for unforeseen problems to be addressed and would provide a more accurate account of the actual resources required for implementation. This follows the model of using pilot studies to test ideas before allowing full implementation. Given the extent of the changes in the education system that are proposed in the policies, some level of staggering and evaluation should be important.

(f)   One opportunistic approach would be to use those sites where there has been at least partial implementation of policies to undertake early evaluations of the particular policies. This would give feedback that could be used to adapt the policy for later fuller implementation.

(g)   Background research will need to be done to identify the priority resources required for the implementation and M&E of policy. Reviews and comparisons can be done between those offices that successfully implement and evaluate, and the differences in resources and approaches can be assessed. Given that in some cases the differences in resources will be huge and it will be difficult to implement development in a short time, the most essential resources should be identified. All provincial and district offices should then be allocated those minimum resources. Given that this is likely to include a car, a telephone, fax and computer plus printer at minimum, the costs will be high. This may have to be implemented gradually as resources become available.

(h)   Use needs to be made of all possible data sources. A number of these already exist in the DoE and a number of DoE officials who participated in the workshops spoke of there being large amounts of unused data. In addition to that, an additional set of data sources that could be effectively used are listed below.

(i)   Indicators constitute a uniform point of reference against which efforts can be measured and are a standard part of most M&E systems. Indicators usually refer to regularly available information, much of which is collected for other purposes. When used as indicators these become measures of impact and effectiveness. Some indicators that could be suggested for this field include:

- The number of educators leaving the profession for a range of reasons, for example death, resignation, retirement, medical boarding, dismissal;
- Absenteeism rates, again for a range of reasons, for example illness, study leave, absconding from work, illness of family members (Shisana et al. 2005);
- Schools with the minimum resources that complete their work;
- For HIV/AIDS, schools that have basic resources such as a fully equipped first aid box, educational materials to be used in classes, copies of National HIV/AIDS policy, and so on;
- Number of incidents or complaints reported through the ELRC or raised by union structures.

(j)   Efforts need to be made to create a more positive image for evaluation. All of the partners in this sector have had bad experiences and are suspicious of evaluation, including the DoE as a whole, provincial and district offices and educators themselves (Gallie 2004).

(k)   M&E needs include an assessment of the capacity of the DoE to respond to challenges. The deficit in resources already makes this difficult. So even

interpretation of the results of M&E need to be directed towards a clear understanding of the current status of the education sector. There also needs to be a willingness to look critically at the policy and allow change within this domain.

8.2.4 Impact of policy on educators

As with the conclusions, the recommendations around the impact of policy on educators will be examined in terms of their awareness and response firstly to the HIV/AIDS policies and then to the workplace policies, before looking at the potential implications of policy for attrition among educators.

(a) There is a need to extend the advocacy about the DoE's policies to all educators (Joyner 2000). Even more importantly, unions must also develop advocacy campaigns to inform their members about their HIV/AIDS policies.

(b) The DoE's HIV/AIDS policy needs to be revised to address other pertinent issues such as counselling and stigma. The issue of counselling is of growing importance as the number of OVC increases throughout the country. Educators need to be well prepared in order to counsel mainly children who are affected by HIV/AIDS, but also even members of their communities. Stigma presents a major hurdle in the fight against HIV/AIDS and must therefore be addressed and removed from both the communities and the educational institutions themselves.

(c) All institutions should be encouraged to have an institutional health advisory implementation plan as well as to set up an AIDS committee to oversee its implementation.

(d) Clearly there is a need to inform all educators – especially Africans, those employed by DoE, and those from provinces such as Eastern Cape and Limpopo – about all workplace policies.

(e) While substantial progress has been made, it is important that junior educators (especially Africans who are from mostly rural provinces) also be given a chance to attend HIV/AIDS training and workshops, particularly as the epidemiological study revealed high HIV prevalence in this group (see Shisana et al. 2005). They need more knowledge, especially about HIV/AIDS education, to control and prevent the spread of HIV among themselves as well as lifeskills education and counselling training to help learners do the same, as well as other training opportunities offered in the urban areas.

(f) Although attendance of HIV/AIDS training and workshops, as well as professional training development programmes, is relatively high, there is a special need for white educators to be persuaded, perhaps from a cultural point of view, to be more willing to teach their learners about use of condoms. It is essential that this be done so that the learners can control and reduce the spread of HIV infection when they have sexual intercourse. They should also be convinced to use condoms. As a matter of fact, the white educators themselves will need to be protected against HIV infections if the low prevalence rate found in the main study is to remain below 1% (Shisana et al. 2005).

(g) There is a need to provide schools with African educators, especially in secondary/high schools as well as in mainly rural provinces such as Limpopo, Eastern Cape and KwaZulu-Natal, with social work services. There is clearly a need for multi-sectoral collaboration between the DoE and other government departments as recommended by relevant DoE policies, especially in this era of HIV/AIDS in South Africa.

(h) It is important that the DoE and the parents of the learners provide more support to educators if they are to be encouraged to remain in the profession. Similarly, the SGBs and the parents of learners must also provide some support to the educators in their role of HIV/AIDS education.

(i) The DoE must provide the following to educators to ensure that their needs are catered for and thus hopefully to reduce attrition:

   • More programmes/workshops/manuals regarding preventing new HIV infections amongst educators and learners;
   • Treatment and medication, and financial support for the care of ill educators and learners;
   • ARV drugs free of charge.

(j) There is a need for more ARV literacy among educators, given the newness and complexity of issues surrounding ARVs. In addition, as there are schools found throughout the country, educators could be useful in helping with an advocacy campaign about the use of ARVs to treat HIV/AIDS. This coupled with other community issues could see the idea of schools as a multi-purpose delivery centre come to fruition, as the DoSD has been piloting at some community centres in one province over the past two years.

(k) The DoE needs to begin working with educators to correct the negative impression held by many educators about the DoE and their anger at the nature of some of the policies being introduced. If the above recommendations are followed, especially the methods of implementation of policy and of preparing the ground for implementation, this should go a long way toward solving many of the problems associated with policies.

(l) Care has to be taken that the overload of new policies and the additional workload that comes with these policies does not alienate educators. Some educators complained of overload, a situation also noted by the experts and at the workshops with the DoE, and this contributed to them considering leaving the profession.

(m) Finally, there is a need to bring educators on board as supporters and advocates of the policies. This will involve ongoing work with the educators. Working with groupings such as SACE and the educators' unions would also facilitate this.

8.3 Potential additional sources of information for monitoring and evaluation

This information was drawn predominantly from the workshop with the officials of the DoE, but incorporates insights from other sections of the methodology. There are a number of existing reports and data sets that are available regularly which could be drawn on for additional information. Creativity is required to draw information from these sources. Some potential examples include the following:

• Exit interviews are an opportunity to obtain frank comments from educators about their experience, especially their reasons for leaving. It is likely that this will draw out more negative comments, as many educators will be leaving because they are dissatisfied. This gives the method a high level of sensitivity to problems that may be occurring around policy shifts.

• Transcripts from disciplinary hearings could also provide insights into direct implementation of policy. While there are confidentiality issues involved with this, personal identifiers can be removed from the transcripts prior to analysis.

- Copies of school inspectors' reports are another potential data source. These should include detailed information on the schools visited.
- Regional and district committee meetings would be a similar source.

To make use of these data sources, an organised and planned strategy is required. A clear protocol needs to be established, and dedicated resources set aside for capturing of the data. It may also require dedicated resources in the form of a team who are able to synthesise the data from a range of sources. If the scale of information is too large then samples can be drawn to establish where problems lie at a systemic level. Action often needs to be taken at that level to solve problems across the whole system. It may also be possible to target specific information resources within the DoE depending on which policies are requiring attention and evaluation. This approach to the mining of information should not only happen at a national level, but also at provincial and district level.

Greater co-operation between the unions and the DoE in evaluation may also improve information flow. Unions and SACE work directly with educators on a different basis to the DoE, so will often receive complaints from members on non-professional issues, together with details of the problems experienced. Working with the unions and SACE in this way can allow for information to be collected without the identity of the educator being revealed, so providing protection. Positive reports on implementation can also be obtained through this route.

At a more open level, a call-in centre could be established to allow problems to be reported from any source, including officials, educators, learners, parents/guardians or the general public. This would allow areas with common problems to be pinpointed. Existing problem reports should be prioritised for analysis, as systemic solutions are often more cost effective than individual responses.

Events at schools are often reported in the public media, on occasion prior to the DoE national office being made aware of the problems. There are a number of structures that regularly review the media and collect press clippings, which are then sorted and categorised. By subscribing to such a media clipping service the DoE will be able to pick up on events that are not reported directly to the Department and thus be able to monitor its image in the public eye. This could facilitate a more proactive approach where the DoE could follow up on incidents (even if not reported directly to the national office), respond more systematically to issues raised in the media and develop a more friendly interactive approach toward both educators in their service and the public.

All the participants in the DoE workshop made their own commitment to tightening up the implementation and M&E of policy. According to one of the participants:

> There is currently a lot on the table and resources are now being directed towards implementation of these policies. Resources need to be put in place, especially in district offices as these form the hub for the distribution of resources and information. There is a need for time and effort to be put in by the DoE officials, and not only money.

8.4   An example of a standardised M&E component

A rough outline of a system for the M&E of policies is provided below, together with an example of how it might be used to evaluate the National HIV/AIDS policy for schools, with specific reference to the provision of HIV/AIDS education in schools.

The five-step programme outlined below should provide a guideline for how the M&E component can be drawn up, and provides criteria for the establishment of indicators. This can be adapted for use by the DoE. All steps can be used at different levels of technology and investment. A development plan for M&E will need to be established with the DoE that will allow this process to begin early on using simple objectives and easy-to-use data gathering, in conjunction with the more sophisticated systems already in place, such as the WSE. Over time this can be developed and enlarged to provide more detailed and nuanced information.

STEP 1: **Setting goals and objectives**

The objectives should be specific, measurable, achievable, realistic and time bound. They should reflect the development of activities and inputs, and design results and outputs. Together all the objectives should meet your overall goal.

Example:

Regrading the education objectives for the National HIV/AIDS policy, the overall aim could be assumed to be that all educators and learners have the basic knowledge of how HIV/AIDS is transmitted and how to protect themselves. They should also have received input on how to negotiate the delaying of sexual contact for learners not educators or the use of condoms for both learners and educators themselves.

STEP 2: **Selecting indicators**

By identifying indicators we are identifying markers that are able to tell us whether we are meeting our objectives. These indicators should be:

- Effective – whether you are doing what you said you would do;
- Efficient – whether you are utilising the resources in the most cost- effective way;
- Measure the impact – what is the impact of the programme you are running on the target group?

Example:

Specific indicators can be developed to measure the progress in attaining these goals. Examples of important indicators would be:

- Number of training sessionsconducted in each school;
- Amount of time spent to achieve each outcome;
- Percentage of learners and educators answering questions on HIV transmission and myths or misconceptions correctly.

STEP 3: Means of verification

This describes the tools that are necessary to measure the programme we are running, such as questionnaires, case studies, condom distribution, and registers of attendance at schools. Important in this phase will be detailed descriptions of how the implementation was structured and planned, as well as case studies from a range of schools where implementation was or was not done.

Example:

A mixture of approaches is needed to get an overview of what is being achieved in an area such as HIV/AIDS awareness and education:

- Counts will need to be done at a district level of education programmes happening in all schools in that district. Some of the educational processes should be observed to obtain direct input on the quality and process of these programmes.
- Schools can be visited to view the resources available or lists can be submitted to district offices by the schools. A quality check of the materials will require a site visit.
- Surveys can be done of educators and learners to identify current knowledge and beliefs about HIV/AIDS. If these are done regularly they can provide good input on the quality and impact of the intervention programmes.

These studies do not have to be done at every school in the country. They can be done on samples to provide indicators of where problems are arising.

STEP 4: Putting into action

This step requires you to think about how you are going to put the M&E process into action.

You will need to consider:

- Who – internal vs. external staff;
- Developing terms of reference;
- Choosing the appropriate evaluation method;
- Implementing the evaluation.

Example:

The resources need to be put in place for this verification to occur. This includes a system to collect data and a database to capture data. The database assists in the organisation and capture of data in that missing information is shown rapidly, and will facilitate easier comparison across districts.

Brief standardised protocols are required for the direct evaluation of both activities and resources. These should be standardised to allow for comparison and be straightforward enough that expert researchers are not required to facilitate them. These protocols should preferably include both quantitative and qualitative elements. The qualitative component should select at least a few case studies to do a more intensive process evaluation.

Once again, if resources are limited, it may be possible to work with a stratified sample of the schools in the country, as long as all types of school and contexts are covered. Sections of the methodology can be introduced at different points in time depending on the resources available, and the specific aims of the analysis.

STEP 5 : Using the results

The results of the evaluation are important as they direct your future plans regarding the current programmes you are running and also guide policy.

Example:

Providing that clear aims and objectives were established at the beginning and these were kept at the forefront during the development of the research process, the interpretation and implementation of findings should be relatively easy. Assessment can then be made about the development and distribution of resource materials, about encouraging educators to extend their intervention activities and to make changes to the interventions and resources based on the needs identified. If the M&E worked with a sample, assessments have to be made about how to generalise this information to the broader group of schools across SA.

It will be important to show a positive response to findings and to act on the results. This is needed to inspire confidence in the process, as effort would have gone into the collecting of information on the part of district officials, educators and learners.

This method can be adapted for any of the policies included in this study and as such constitutes a research tool in its own right. The materials to extend and put it into place will need to be developed in relation to each of the policies.

8.5   Union HIV/AIDS policies

Recommendations specific to the unions' HIV/AIDS policies are identified below.

8.5.1   Sadtu's HIV/AIDS policy

Each of the stipulated strategies should be further expanded on in terms of action plans – specifying, for example, what a care and support structure entails, how such a structure should be implemented, who will be implementing it, and how and by whom said implementation will be monitored.

At a practical level the policy needs to address identified gaps, including:

- The need to develop an exit plan for members who are incapacitated by the pandemic and who are no longer productive in their work.
- This policy may also choose to include action to empower educators to care for and support OVC. These strategies may include means to identify OVC in schools, identifying resources to support/care for these learners, and referring these learners for necessary services. This could link into existing DoE policy.

Two key points are the need to address more clearly issues of gender power relations and stigma/discrimination.

8.5.2   Naptosa's HIV/AIDS policy

A number of recommendations arise from the discussion:

- A viable implementation plan is needed, and this needs to extend to affected educators and learners, as well as those who are HIV-positive.
- The awareness campaigns, especially in the workplace, should be specific and clearly spelt out so that they achieve the expected outcomes in reducing the impact of HIV/AIDS amongst members of Naptosa and its affiliates.
- The union needs to establish structures to ensure that the policy is implemented.
- Ideals need to be balanced with concrete action in the policy.

8.5.3   Conclusion

It is very positive that both Naptosa and Sadtu have developed and begun to implement policies. There is also evidence of constant thinking about HIV/AIDS within the unions. These policies provide a structure for members when considering how to face issues around HIV/AIDS, whether members are personally affected or providing education or services to others. They also provide a basis for effective negotiations with government.

Many of the problems are similar to those found with the government policies. The unions' policies tended to be more visionary in their intent but have fewer resources to back-up the suggested services. It is difficult to comment on the back-up planning as no examination of this was included in the methodology.

Both unions need to look at links between their policies and DoE policies to try to achieve synergistic outcomes. This would apply particularly to the implementation of policies, as the unions have good communication with members. This would require greater consultation with the unions in the drawing up of policy and implementation plans as well.

Section nine: Appendices

- List of expert reviewers

- Original terms of reference for the expert review panel

- Amended terms of reference for the expert review panel

- Invitation to workshop on 30 March 2004

9. Appendices

Appendix A: List of expert reviewers

Dr Nirmala Devi Gopal   University of Natal
Prof. Jonathan Jansen   University of Pretoria
Mr Modikana Ngoepe   University of the North
Dr Lisa Garbus   University of California
Ms Jean Baxen   University of Cape Town
Dr Mbongiseni Mdlalose   Principal of KZN school with a PhD in Education
Ms Roseanne da Silva   Independent Consulting Actuary
Dr Liesel Ebersöhn   University of Pretoria
Mr Neil Kirby   Labour lawyer

Appendix B: Original terms of reference for the expert review panel for DoE's HIV/AIDS and workplace policies

ELRC Educators study

Terms of reference policy experts

The task that we are asking you to participate in is to evaluate existing policies and their implementation, especially looking at the impact of HIV/AIDS on that policy. This is one of three components to the evaluation of policy affecting educators. In turn this evaluation of policy is part of a much larger study on the impact of HIV/AIDS and other factors on the supply and demand of educators in South Africa. The rest of the study consists mainly of a survey of teachers including HIV and TB testing as well as qualitative interviews and statistical modeling using current data sets.

The study was commissioned by the Education Labour Relations Council (ELRC) and has the full backing and cooperation of the DoE and the educator's unions. They have provided the materials for the analysis and have agreed to look fully at the recommendations that arise out of the study. The study itself is directed towards all the parties at the ELRC being able to plan more adequately for the future.

Tasks
1. To read and develop an understanding of the policy documents, implementation plans and practice reports that have been delivered to you.
2. To prepare a critical, but constructive review of the documents. This review should examine the policy's functioning particularly in relation to the impact of HIV, but should also look at the functioning of the policy in a more general sense as well.

   - Comments should address the overall sense of the document as well as specifics within the text. Where comments are being made about areas of the policy the specific area of work needs to be identified.
   - The emphasis needs to be identifying both the strengths and the weaknesses of the policies, implementation plans and practice reports.
   - The review needs to cover all three sets of documents, so needs to cover the continuity between them and gaps or differences that exist. If any of these documents do not exist, some suggestions for their creation would be important.
   - Likewise, where problems are noted, constructive suggestions should be added where possible.

The reports should not be longer than ten pages.

Time frame: Report to be delivered 31 March 2004

Remuneration: R10 000.00 on receipt of your report

If you have any queries or problems with these tasks please contact either Prof Leickness Simbayi (021) 4674427, Dr Donald Skinner (021) 4674442 or Lebogang Letlape (012) 3022747.

Appendix C: Amended terms of reference for the expert review panel for DoE and unions' HIV/AIDS policies and human resources-related policies

ELRC Educators study

Terms of reference policy experts
This constitutes a second terms of reference as a follow on from the first set of policies that were sent out for review. The ELRC has requested that an additional set of policies also be reviewed, which form the basis of this ToR. As such all the details of the ToR remain the same, only the policies change and a second amount is offered for remuneration.

The task that we are asking you to participate in is to evaluate existing policies and their implementation, especially looking at the impact of HIV/AIDS on that policy. This is one of three components to the evaluation of policy affecting educators. In turn this evaluation of policy is part of a much larger study on the impact of HIV/AIDS and other factors on the supply and demand of educators in South Africa. The rest of the study consists mainly of a survey of teachers including HIV and TB testing as well as qualitative interviews and statistical modeling using current data sets.

The study was commissioned by the Education Labour Relations Council (ELRC) and has the full backing and co-operation of the DoE and the educators' unions. They have provided the materials for the analysis and have agreed to look fully at the recommendations that arise out of the study. The study itself is directed towards all the parties at the ELRC being able to plan more adequately for the future.

Tasks
3. To read and develop an understanding of the policy documents, implementation plans and practice reports that have been delivered to you.
4. To prepare a critical, but constructive review of the documents. This review should examine the policy's functioning particularly in relation to the impact of HIV, but should also look at the functioning of the policy in a more general sense as well.
   - Comments should address the overall sense of the document as well as specifics within the text. Where comments are being made about areas of the policy the specific area of work needs to be identified.
   - The emphasis needs to be identifying both the strengths and the weaknesses of the policies, implementation plans and practice reports.
   - The review needs to cover all three sets of documents, so needs to cover the continuity between them and gaps or differences that exist. If any of these documents do not exist, some suggestions for their creation would be important.
   - Likewise, where problems are noted, constructive suggestions should be added where possible.

The reports should not be longer than four pages.

Time frame: Report to be delivered 28 May 2004

Remuneration: R2 500.00 on receipt of your report and it being found to be acceptable

If you have any queries or problems with these tasks please contact either Prof Leickness Simbayi (021) 4674427, Dr Donald Skinner (021) 4674442 or Lebogang Letlape (012) 3022747

Set of policies for review
Education White Paper 6: Special Needs Education
Sadtu HIV\AIDS Policy 2004
DoE Workplace Policy for HIV\AIDS

Appendix D

Invitation to workshop on 30 March 2004, including terms of reference

Department of Education
Private Bag X895/123 Schoeman Street, Room 727
PRETORIA
0001

Phone: (012) 312 5034
Fax: (012) 321 3373

From:
Ms Kgobati Magome
Ministerial HIV/AIDS Advisor & Coordinator

Memo

To:	Ms C Deliwe	From:	Kgobati Magome
	Mr S Mlambo		
	Mr Q Moloi		
	Mr P Mofokeng		
	Mr P Morkel		
	Prof M Samuel		
	Mr S Padaychee		
	Ms M Dlomo		
	Ms P Tyobeka		
	Mr D Hindle		
Cc:	Mr F Patel		

Pages:	2 Including Cover Page	Date:	March 4, 2005

• *Urgent*   • *For Review*   • *Please Comment*   • *Please Reply*   • *Please Recycle*

Dear Colleagues

Study on the determinants of demand and supply of educators based in public schools and FET colleges

As you know, the DoE has commissioned the above study. This has been done in collaboration with the unions through the ELRC.

The objectives of the study are to:

1. Assess the proportion of educators leaving the educational system and reasons for leaving
2. Determine the impact of AIDS on educator supply and demand and use this information to estimate the number of educators required in the future

3.   Research and review policies, on sick leave, pension funds, disability insurance and other related policies to determine their responsiveness to needs of educators
4.   Assess the added burden of HIV and AIDS on the morale and productivity of educators
5.   Measure the prevalence of HIV and AIDS illness amongst educators
6.   Determine the factors driving the epidemics of HIV and AIDS amongst educators
7.   Determine the geographical trends of the epidemic

A Technical Task Team has been set up to manage the study. In addition to this, several reference teams are being set up to deal with the different aspects of the study.

In order to deal with objective 3, we have been asked to set up a DoE team that deals mainly with policy to serve as a reference team. Your unit has been identified as critical to be part of the team.

You are therefore invited to the first meeting, scheduled as follows:

Date: 30 March 2004
Time: 10:00–13:00
Venue: Room 822

Given the critical role of your unit, we really would appreciate you making yourself available for this meeting. If you are not able to make it, please send a representative.

The agenda of the meeting will be sent out as soon as it is finalised.

Yours sincerely

Kgobati Magome

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