

**REVIEW OF THE CURRENT STATUS  
OF THE PILOT CERTIFICATE IN  
SCHOOL BUSINESS ADMINISTRATION**

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# **RESEARCH REPORT ON**

**Review of the current status  
Of the pilot certificate in School Business Administration  
(CSBA) 2008-2009:**

**Guidelines for CSBA 2010**

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## **How the study was conducted**

The project team was commissioned to conduct an analysis of the delivery of the pilot project of implementation of the Certificate in School Business Administration Course (CSBA). The analysis should show the context for school administration in South Africa, with particular reference to the Western Cape, both in terms of the current reality of the roles, responsibilities, training and skills required and practiced in schools today, as well as in terms of the training and development needs of school administrators.

The purpose of the course was to provide administrators with the skills required to enable them to operate at a level of efficiency and professionalism that would allay the administrative and management burden of the teaching staff and principal, thus enabling the principal to focus on his primary function – the management and development of learning and teaching.

The objective of the analysis was to derive a baseline against which to evaluate the CSBA course content, conduct and delivery, with the further aim of identifying strengths and weaknesses of the intervention and to point the way towards further improvement of the model.

It was notable at the outset that circumstances would not allow for an analysis and baseline study as was conducted prior to the implementation of the Certificate in School Business Management (CSBM) course in the United Kingdom, on which the CSBA was largely based.

As this study was commissioned after the first cohort of learners had already been taken up, there would have been little point in the heavy commitment of resources that surveying the entire administration workforce would have entailed. It was decided that a baseline could instead be obtained under the given circumstances, by conducting the research and analysis through a multiple method, in terms of which data would be derived from stakeholder focus groups, interviews of role-players and course participants, observation of the course in action, case studies with selected participants and a detailed survey of the profile, roles, responsibilities, training and skills of school administrators, using the 300 administrators in the second cohort of CSBA training as an indicative sample.

Analysis of this data would reveal the ideal criteria for evaluation of the CSBA course, and serve as a foundation from which to build a sense of where and how the course needs to be developed further.

Due to the methodology adopted, we can in no way claim that this study is exhaustive. The possibility exists that a wider-ranging study might expose different perspectives on some of the base data obtained. We are confident however, that the study has served its intended purpose, as it has provided sufficient indications of the role the CSBA course is playing, and potentially could play, in aiding the improvement of education in the Western Cape and South Africa.

## **Acknowledgements**

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## **Executive Summary**

By almost any measure, most South African public schools, and schools in the Western Cape, are underperforming academically. The education system is a national crisis. This despite the fact that the education budget vote has consistently been the largest item every year – a massive amount of resources when compared to other African countries.

For a number of years, there has existed a wide degree of consensus among education stakeholders, and particular government, that the problems in our schools extend beyond academic under-achievement. Massive budget allocations, overhauling curricular, restoring skewed learning resources, retraining educators and attempting to deal with the more pressing community problems and social ills that influence the results of a school are all necessary interventions. But, unless there is a concurrent improvement of schools from a 'business' management point of view, there is no guarantee that the resources allocated to schools, both materially and in the form of educators, will be optimally deployed.

Principals need to be occupied with the tasks of managing and leading teaching and learning i.e. instruction leadership, not managing routine administration. In recognising the potential of school administrative personnel to provide relief and support for the administrative role of principals, the Western Cape Government initiated a training course – the CSBA – in July 2008 for school business administrators. The course was modelled on a very successful training course developed in the United Kingdom.

The ground-breaking pilot programme was completed in February 2010. Thereafter the WCED commissioned an evaluation of the results achieved. The purpose of the evaluation is to inform the WCED's plans for development of the course going forward. This report represents a synopsis of the findings of the evaluation.

The evaluation included a contextual analysis and a baseline study, as well as a thorough analysis of the conduct of the course and its measurable results. A valuable feature of the methodology used was the multiple levels of input obtained from all key stakeholders, including persons in the job, current candidates on the CSBA, principals, administrative development advisors (ADAs) and FET facilitators of the CSBA course. Input from candidates largely confirmed an immediate school-level improvement in the knowledge and skills gained on the course, and there was wide consensus among them of the realistic potential for career and personal development that attendance of the course had opened up.

Recommendations for future investigation and improvement of the current CSBA model have been made. The evaluation reveals sufficient grounds for concluding, not only that the CSBA is working as designed, but that it represents a promising basis for the expansion of training school business administrators at provincial and national levels.

## 1. Introduction

By almost any measure, most South African public schools are underperforming. Despite the fact that the education budget vote has consistently been the largest item every year – a massive amount of resources when compared to other African countries – when it comes to output and results we trail behind them considerably.<sup>1</sup>

In the most recently published Global Competitiveness Index of the World Economic Forum (which compared the performance of 133 countries in 2009), South African primary schools were ranked 133rd for 'maths and science education' and 125th for 'health and primary education'. The overall 'quality of the education system' was ranked 119th.

Not coincidentally, almost 40% of the 610 000 learners who wrote Matric in 2009 failed.

Although the Western Cape has consistently outperformed the other provinces in terms of some measures, e.g. Matric pass rates, there is still much cause for alarm. In 2004 the Western Cape achieved an 85% pass rate, but this dropped over the next five years to 78.6% in 2008. Only 43 470 of the 94 784 learners who enrolled in public schools in the Western Cape in 1997 reached Grade 12. Of those learners who made it to Matric, only 33% qualified for a matric exemption. The number of schools with less than a 60% matric pass rate in the Western Cape has increased, from 36 in 2006 to 74 at the end of 2008.

In order to improve the academic performance of schools, they need to be efficient environments for effective learning and teaching. However, many commentators (Bloch, 2009, Gallie: 2006, as cited in De Clercq 2008:9) argue that most educators work in non-functioning and low-functioning schools, which, according to Taylor (2006), comprise around 80% of the schooling system.

Ineffective administration inevitably forces teachers, school management teams and principals (head teachers) to be more involved in administration and therefore less involved in teaching. Thus, the more dysfunctional a school's management, the more negative the environment for effective learning and teaching.

The national Department of Basic Education (DBE) has set "improving the quality of teaching and learning" as the primary goal of its 2010-2013 strategic plan. It is manifestly obvious that, in order to achieve this aim, the quality of administration and governance of schools at most schools in South Africa have to drastically improve as well.

From that perspective the CSBA course is a timely and strategically crucial intervention.

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<sup>1</sup> Makua and Marimba (2006); Van der Berg & Louw, 2006; Carter, 2006

## **2. Analysis of school business administration in schools**

### **2.1. Contextual Analysis**

#### **2.1.1. Policy, legislation and structure**

##### **2.1.1.1. Policy**

Weber (2002:620) describes the education system during apartheid as divided into 18 departments organized along racial lines and characterized by:

- racial and ethnic segregation;
- limited, undemocratic participation: no interest group participation; little bureaucratic accountability and transparency; policy processes bureaucratized and top-down; uncoordinated, duplicative policy functions;
- no district governance structures; mainly powerless school bodies with no community legitimacy;
- racial inequality; and
- centralized state power which protected white privilege with decentralizing features.

The administration structure in schools during apartheid mirrored these characteristics.

The post-apartheid South African education system has been steered firmly toward a decentralized, school-based system of education management (Department of Education, 2000:iii; Department of Education, 2001: iv).

While macro-level policy, strategic development and the budget emanate from the DBE, in every practical sense educational administration has devolved to the provinces. In turn the provinces devolve responsibility down to the districts that are then responsible for a number of schools within their district. Educational administration aims for decentralisation to the school governing body (SGB), school management team (SMT) and principal level.

The rationale for devolving power to provincial structures and then to the educational districts is that it will improve the quality of schools by ensuring that the management structures that are 'closer to the action' are able to be more responsive to local needs and problems.

Crouch and Winkler (2008:16) argue that the post-1994 legislation and policy reforms "were explicitly oriented at governance and finance, with much less emphasis on management. The goals were, explicitly, to improve equity, efficiency, and quality, and to foster democratic decision-making and a sense of localized communities' rights over the provision of education for their children."

At the level of governance, the result was decentralization, and a "reasonably high degree of school-level autonomy or power."

Effectively, decentralization has made the provincial legislatures and governments, through the provincial education departments, the source of education budgets and resources, as well as the employers and deployers of teachers and other school-based employees.



Funding allocation at both national and provincial level is determined by formulae partially weighted with regard to poverty (enrolment being the main determinant of a school's allocation). In theory, schools and their communities, as represented by school governing bodies, have been given considerable power and autonomy to decide how to spend funding, to source additional non-government funds, to determine the allocation of teachers to posts, including employing teachers funded by themselves, and generally to manage and develop school infrastructure.

### **2.1.1.2. Legislation**

Two laws at the national level provide the basis for the governance and funding of schools in South Africa. The National Education Policy Act, 1996, describes the general education policy responsibilities at national and provincial level. The South African Schools Act (SASA), 1996, (with the associated National Norms and Standards for School Funding, 1998) describes the governance and funding of schools in detail. Several subsequent amendments to certain provisions in the acts were passed (such as the Education Laws Amendment Acts of 1997, 1999, 2000 and 2001).

The Constitution of South Africa allows for provinces to pass their own legislation, hence the existence of the Western Cape Provincial School Education Act (WCPSA), 1997. In addition, schools have to comply with other relevant laws, including the Public Service Act, the Public Finance Management Act and WCED regulations flowing from the various Acts.

### **The South African Schools Act (SASA)**

The South African Schools Act (1996) primarily describes the function, funding and policies pertaining to public schools, with some references to independent schools. Section 20 and 21 define the functions of governing bodies through which the devolution of governance of public schools is carried out.

Schools that comply with Section 20<sup>2</sup> of the South African Schools Act (SASA) have a school governing body (SGB) which is given the powers to govern the school. This

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<sup>2</sup> A Summary of section 20 – Functions of all governing bodies – of the South African Schools Act, 1996  
Chapter 3 : Public Schools 20.

1. The governing body of a public school must promote quality education
  - a) give strategic direction to the school
  - b) support the principal, educators and other staff of the school in the performance of their professional functions
  - c) is responsible for determining the times of the school day
  - d) administer and control the school's property, and buildings and grounds occupied by the school, including school hostels
  - e) encourage parents, learners, educators and other staff at the school to render voluntary services to the school
  - f) recommend to the MED the appointment of educators at the school
  - g) recommend the appointment of non-educator staff at the school
  - h) allow the reasonable use of the facilities of the school for educational programmes not conducted by the school.
2. The governing body may allow the reasonable use of the facilities of the school for community, social and school fundraising purposes, subject to such reasonable and equitable conditions as the governing body may determine, which may include the charging of a fee or tariff which accrues to the school.
3. The governing body may join a voluntary association representing governing bodies of public schools.
4. A public school may establish posts for educators and employ educators additional to the establishment determined by the MEC.

includes the hiring of educators and non-educators such as school administrators. SGBs may assist in the management, administration and leadership of the school.

According to Section 21<sup>3</sup> of the South African Schools Act, school governing bodies may apply to the Chief Executive Officer (Head of Department) to be allocated the following functions:

- to maintain and effect improvements to the schools and, where applicable, to hostels;
- to pay for all services for the upkeep and occupancy of the buildings. This includes rental, leases and contracts for security;
- the determination of the extra curriculum of the school and learning programme options;
- to purchase or procure textbooks, equipment and other educational resources;
- other functions consistent with the South African Schools Act and any applicable provincial law.

### **Western Cape Provincial School Education Act**

Each province may pass its own legislation which must broadly conform with the preceding legislation. Schedule 4 of the Constitution states that, 'Education at all levels, excluding tertiary education,' is an area over which national and provincial governments have concurrent powers. In the Western Cape, the Western Cape Provincial School Education Act (WCPSA), 1997 – for which amendments are currently being reviewed – details the way the province chooses to implement SASA. The WCPSA differs from the SASA provisions in terms of the discretion governing bodies have with regards to fee-paying schools (Maharaj, 2005).

The WCPSA legislation clearly spells out the roles, responsibilities and tasks of school principals and school governing bodies. In a general sense management<sup>4</sup> and, by

- 
5. A public school may establish posts for non-educators and employ non-educator staff additional to the establishment determined in terms of the Public Service Act, 1994.
  6. A public school may only employ an educator in a post if such educator is registered as an educator with the South African Council of Educators.
  7. When presenting the annual budget contemplated in section 38, the governing body of a public school must provide sufficient details of any governing body posts envisaged including the estimated costs relating to the employment of staff in such posts and the manner in which it is proposed that such costs will be met.
  8. Despite section 60, the State is not liable for any act or omission by the public school relating to its contractual responsibility as the employer in respect of staff employed by the governing body.

#### **<sup>3</sup>A Summary of Section 21– Allocated functions of governing bodies – South African Schools Act, 1996 Chapter 3 : Public Schools**

- 1) a governing body may apply to be allocated any of the following functions :
  - a) to maintain and improve the school's property, and buildings and grounds;
  - b) to determine the extra-mural curriculum of the school and the choice of subject options in terms of provincial curriculum policy;
  - c) to purchase textbooks, educational materials or equipment for the school;
  - d) to pay for services to the school;
  - e) to provide an adult basic education and training class or centre subject to any applicable law; or
  - f) other functions consistent with this Act and any applicable provincial law.

<sup>4</sup> As stipulated in section 13 of the WCPSA.

implication, administration is the responsibility of the principal and his or her SMT. There is an assumption that there would be administrative staff either provided by the WCED or funded by the SGB to whom to delegate the more mundane administrative tasks. As in the South African Schools Act, there is no specific mention of a school administrative clerk or a school business manager.

## **The Public Service Act**

The employment of administrative staff at schools and in the district is regulated by the Public Service Act of 1994 and the Public Service regulations of 2001. These provide the WCED with the framework underpinning the human resources operations of the Department in the discharge of its mandate. The schools take direction from this framework. The performance of non-teaching personnel is managed at school level via the Staff Performance Management and Development System (SPMDS). There is no prescribed professional qualification or regulatory body. On the other hand the professional standards and norms of educators are governed by the South African Council of Educators Act, 2000. This act allows for a minimum professional qualification and enforces professional registration. There is therefore both an entrenched division of labour and a widely perceived difference in status between the educators and administrative staff in all schools. The lack of professional status of administrative staff is reflected in the salary scales applicable to educators and non-educators with marked differences even at WCED head office amongst staff doing the same job.

### **2.1.1.3. Structure**

#### **The Western Cape Education Department**

The Western Cape Education Department (WCED) has eight Education Districts, divided into 49 circuits, following a major redesign process in 2006/07. The primary aim of the redesign was to ensure that the WCED has the capacity to deliver the Human Capital Development Strategy (HCDS) of the Western Cape.

In terms of the design, the WCED head office, based in Cape Town, is mainly responsible for research, policy development, strategic planning, coordination, monitoring and evaluation. The district is responsible mainly for education management. The circuit is responsible for bringing professional support closer to schools via strong circuit teams.

The delineations of the eight WCED education districts are based on local government boundaries, to facilitate an integrated approach to service delivery by all levels of government, in line with national policy. The districts include four rural districts (West Coast, Cape Winelands, Eden and Karoo, and Overberg), and four urban districts (Metro North, Metro South, Metro East and Metro Central). Rural district boundaries are based on municipal boundaries, while urban district boundaries are based on those of city wards.

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13. (1) the governance of every *public school* is vested in its *governing body*.

(2) A *governing body* stands in a position of trust towards the *school*.

(3) the professional management of a *public school* is vested in the *Head of Department*.

(4) The *Head of Department* must delegate such powers to the *principal* of a *public school* that are required for the effective professional management of such *public school*.

## Educational Districts

Districts are divided into smaller units (e.g. school circuits). Districts have a full-time staff attached to them, usually made up of professional bureaucrats and support staff employed by the government.

The efforts of districts to build the capacity of students, teachers, and schools are often the major, and sometimes the only, source of external assistance that schools receive (Massell, 2000).

Mphahlele (1999) reports that most district offices have a staff complement of about sixty officials. However, there are many unfilled posts in rural district offices (Mphahlele, 1999: 27) as well as in urban districts.

According to Roberts (2001:4) “(t)ypical functions of the school district include administration, providing curricular and procedural support to schools, quality control and resource allocation to schools”.

Educational districts therefore play an important role in providing administrative, management and leadership support to the school.

In addition to the organisational and material challenges that districts experience, the interpretation and implementation of new policies since 1994 has created additional challenges for district officials. The devolution of more management functions to schools holds implications for the way in which districts manage and work with schools. As in other parts of the world, little consideration was given to the changing role of the district in a more decentralised education system which has led to confusion and uncertainty about the role and authority of the district office.

The WCED districts have an institutional management and governance (IMG) division. They are responsible for developing and facilitating the school governing bodies. The administrative development advisor (ADA), who is part of the circuit team, is the link between the administrative staff at the school and the district. The work of an administrative development advisor is similar to auditing and analysis of school-based management and is focused on ensuring compliance with finance policies and procedures.

Although crucial to the development of effective school administration, districts experience a number of problems that appear common to varying degrees, among which are:

- The role and powers of districts are not clearly defined by legislation;
- There is often a lack of communication between districts and regional / provincial offices;
- Districts field multiple directives and initiatives from various different directorates at regional, provincial and national levels;
- Districts are caught between pressures from above and below – they must respond to local pressures and demands from schools and at the same time respond to (possibly contradictory) demands from superior structures;
- District offices are understaffed and not all posts are filled;
- Within district offices there are some staff who are under-utilised and there are others who are over-stretched, particularly those in managerial roles. Appointees often lack managerial and other skills necessary to carry out their assigned tasks.

## **The School Governing Body**

“The professional *management* is the responsibility of the principal with the professional staff, while the SGB is responsible for the *governance* of a school” (Heystek, 2006:473). The SGB consists of the principal as *ex-officio* member and representatives of the stakeholders, namely the educators in the school, non-educator staff, parents of learners at the school and learners in grade eight or higher in secondary schools.

The functions of the SGB are stipulated in SASA, and in provincial policies and regulations, and provide an apparently clear demarcation between what the SGB can do and what is the responsibility of the principal and the school management team (SMT). However, the delineation of the management and governance functions and duties is not as clear as intended. There is uncertainty about their respective functions, which creates friction between principals and the SGB members. In practice, each school is working on its own interpretation of the legislation and trying to make the relationship work for its particular context (Heystek, 2006).

## **The School Management Team**

The professional management of the school is the responsibility of the principal, assisted by the SMT. The SMT is responsible for the management of teaching and learning activities, for example, teaching methods, assessment policies and learning activities in the class. The size of the SMT is not prescribed in the legislation but normally comprises all educators in promoted posts. The SMT usually consists of the principal, the deputy principal and heads of departments, or senior teachers in schools where they may be only one or two heads of departments (Heystek, 2006). The SGB plays a key role in the appointment of the members of the SMT (Education and Labour Relations Council [ELRC], 2003:66-67).

## **The Principal**

In terms of section 16 of the South African Schools Act of 1996 the governance of a public school is vested in the governing body, but its professional management must be undertaken by the principal under the authority of the Head of Department. ‘Professional management’ encompasses both the management of teaching and learning and the operational management of the school as an organisation. As will be seen in the responses of some of the CSBA participants, the huge sway that principals hold on operational management and leadership of a school can be a negative or positive influence on effective school administration, and on the possibilities for change.

According to Hoadley and Ward (2009:31) “principals were found to spend most of their time on administrative functions and disciplining learners.”

Hoadley and Ward (2009: 4), in discussing the competencies of principals in South African public schools, say that:

“...in three key areas of principalship – financial management, instructional leadership and human resource management – principals in South African schools have little experience, and there is bound to be substantial confusion regarding who is responsible for what.”

Hoadley and Ward (2009) go on to say that several early school management studies show empirically a number of school-level management practices that are associated with better-than-expected student performance in South Africa. Hoadley and Ward (2009: 4) mention the following management variables which can be said to lead to

improved student performance: the regulation of time; the monitoring of and support for planning and delivery in relation to curriculum coverage; the procurement and management of books and stationery; the quality assurance of tests, and the monitoring of results.

The core duties and responsibilities of the deputy principal are primarily to assist the principal in the running of the school and to deputise for the principal during his/her absence from school (Department of Education, 1998:65). The principal delegates administrative duties to the deputy principal as circumstances in the school dictate.

Heads of department have an important part to play in managing the teaching & learning, within the school-wide strategy established by the principal and the SMT. This middle management role is focused on sub-units, based on learning areas or school phases, while the principal and the SMT should take a school-wide view (Bush and Glover, 2009).

### **School support personnel: the school administrative staff**

In the province, the role of school business administrator (SBA) as espoused by the NCSL in the UK, is to be found in financially well resourced private or former model C schools. They usually operate in the role under the title of bursar, financial manager or financial director. However in public ordinary schools, the legislation stipulates that that professional management be fulfilled by the principal, the SMT and to some extent members of the SGB.

In practice much of the administration is delegated to administrative clerks and school secretaries. In many public schools, the school secretary is responsible for many administrative activities. She (most are female) is often responsible for roles as disparate as running the feeding scheme, supervising two or more other support staff members, co-ordinates the various activities of the school, and entering the learners' details into CEMIS.

When asked to introduce herself and her role at school, one such person said (AD, focus group interview, 3<sup>rd</sup> June 2010):

“My job title is SBA secretary, receptionist, financial officer – everything that the school needs to be done – that’s my job.”

In 2010 all administrative clerks employed by WCED were moved up to a level 5 post. Previously those at schools were typically at post level 3 or 4.

Their main areas of work are:

<b>Role</b>	<b>Job outputs</b>
Secretarial duties	Effective administration of the principal's office and the reception area, e.g. telephony, reception
Assist the principal with financial matters	Procurement of goods. Efficient general accounting practices. Preparation of financial statements. Payment of contract and governing body personnel.
Diverse administrative functions	Provision of support. Administration of personnel-related matters. Provide learner support.

	Provide support during examinations. Administration of feeding scheme. Administration of transport matters. Provision of First Aid.
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The move toward school-based management as well as the transformation in information and communications technology (ICT) over the last years has led to the school administrative clerk's work expanding to include management tasks and, importantly, financial management and information management at schools.

It has become increasingly common for schools that have to collect fees to employ an individual as 'bursar', but often this person remains outside the school management team with limited opportunity to contribute to the wider management of the school. A possible reason for this could be that salaries are quite low and consequently also their status within the school.

### 2.1.2. Literature on school business management (school administration)

In South Africa there has not been much research on administration at a school level. There has been research about educational management at the level of educational districts and provincial educational departments. Most of the studies have been on school governance (i.e. school governing bodies (see Brown and Duku, 2008; Bush and Heystek, 2003; Maharaj, 2005; Taylor, 2004), management (i.e. the principals, HoDs, SMT – see for example Ali and Botha 2006; Hoadley, Christie & Ward 2009) and leadership (i.e. principals – for example see Bisschoff *et al*, 2008; Botha, 2004; Botha, 2006). Thus school business management has been researched in South Africa under the guise of leadership and management studies, district development and principal development.

One of the earliest articles in South Africa that deals specifically with school secretaries is the one by Van der Linde (1998). It is very short article using data from interviews with two principals and, stressing the existing limited literature, highlights the fact that: "(t)he training of school secretaries has to comply with the needs of the new South Africa"... "(u)niversities in the Republic of South Africa needs to take cognizance of the need of the training of school secretaries" (Van der Linde, 1998:52). He identifies only one chapter dealing with the training of South African school secretaries in a book by De Witt (1990) dealing with school administration.

Schools in South Africa have two sets of staff: educators and non-educators. Non-educator staff are called support staff, non-academic staff or non-teaching staff. They are "composed of school secretaries, ... and maintenance workers, instructional aides .... and central office administrative support staff, among others" (Conley, Gould, Levine, and 2010:309). Some schools in the Western Cape have both a school secretary and a school bursar and in some there is only one secretary who has to be school secretary and school bursar.

Conley, et al (2010:311-312) explain:

"Support personnel have usually been treated in educational literature and policy discussions as part of the 'task environment' (Thompson, 1967: 27) of the school organization. They are part of one sector of Dill's (1958) taxonomy of this 'task environment': the 'suppliers of materials, labour, capital, equipment, and workspace' (Thompson, 1967: 27-8). As such, support personnel might be considered in policy and

administration literatures as part of the physical plant of the school as opposed to persons within the educational core or 'central instructional' delivery function" (i.e. classroom teaching of students; Meyer and Rowan, 1978, p. 83).

Internationally too, there is a dearth of research on school secretaries and their work (Casanova, 1991) and a 'virtual absence of any literature on bursars' (O'Sullivan *et al.*, 2000:19). They are the face of the school, the first point of contact for anybody coming to or communicating with the school (Casanova, 1991). They have been called office wives and office mothers (Casanova, 1991). Wolcott (1973) mentions school secretaries in his ethnographic report of school principals and says that the extent of the secretary's authority is dependent on the location and activity of the principal. If the principal is at school the secretary's job is restricted. But in the principals absence "even a decision on whether or not to make a decision could be important" (Wolcott, 1973:131).

In order to provide the teaching and learning activities for which schools exist, certain basic administrative, management and leadership tasks have to be fulfilled. As the schools have evolved to cater for the changing demands of their students and as the provincial education department and the district office have increased their demands as part of the move to hold schools accountable, the administrative load has increased. In 2008 the Department of Education "allocated just less than R1-billion to employ more administrative staff such as typists, clerks, secretaries, bookkeepers, cleaners and caretakers at these schools" (Mohlala, 2008).

In an early study (O'Sullivan *et al.*, 2000) of school bursars or school business managers (SBMs) in the UK, a picture emerged of the school bursar occupying positions varying between administrative manager, support services manager, business manager and leader. Their data suggested that the SBM occupied a less-than-visible role but one which would need to develop (O'Sullivan *et al.*, 2000:8).

School business management/administration as a concept has largely been developed in the UK. The idea there was that the principal needed to focus on the management of teaching and learning and therefore someone else should be managing the business and administrative issues relating to the school.

In the UK the educational authorities have invested millions of pounds in training bursars to be school business managers. In 2002, the NCSL (National College for School Leadership, now the National College for Leadership of Schools and Children's Services) began the development of a programme for SBMs in primary, secondary and special schools. Many schools were already employing staff in a business management role, with job titles ranging from secretary to school business manager. The NCSL was charged with creating a professional development programme to provide for this group. They developed the certificate in school business management as well as further qualifications. The Certificate and Diploma for School Business Managers designed by the NCSL have made a significant contribution in training a cadre of professional school managers to exercise management roles in areas such as financial management, health & safety, project management and personnel. Training initiatives are now directed at developing all support staff, not only bursars.

Even in the UK there is a lack of understanding of an SBM/bursar's role and the ways in which schools can benefit from the role. School staff in general may be confused or uneasy over the nature of this role and its implications for their own work. Principals may also be unaware of the diversity of SBM/bursar roles and the potential contribution they may make to the effective running of their school. Researchers are suggesting that greater advocacy could help to address these concerns.



Recent research suggests that UK SBMs can save their principals 25 – 30 per cent of their time. Chisholm et al. (2005) confirm that principals' time is largely consumed by administrative activities. The research also indicates that SBMs save a minimum of 5 per cent of resources for reinvestment and raise an average of £23,000 of new income from other sources for their schools.

South African policy and legislation assumes management decision-making operates at the level of the SMT and that school administrative clerks or non-teaching personnel would be responsible for the implementation of their decisions and only have access to decision-making and discretion for very menial tasks. There is no leadership or management role for school administrative clerks or non-teaching personnel within the policy discourse of the Western Cape or of the rest of the country.

### **2.1.3. School administration and support in the Western Cape Education Department schools**

The idea of extending distributed leadership to administrative or support staff is challenging in the South African context because the legislation and policy framework only demarcates space for the principal, the school management team (SMT) and the SGB to undertake the 'business administration' of the school.

The primary administrative person in schools has frequently been the school secretary and the other administrative clerks in the school (if the school had more than just the secretary). Administrative clerks perform roles perceived as 'routine admin tasks' such as secretarial tasks and bursarship.

Largely, school business administration pertaining to the operational day-to-day functioning of the school as part of *the professional management of the school* is considered the domain, job and responsibility of the principal and the SMT. School administrative staff are merely seen as part of the resources of the school that are used by the principal and the SMT to manage the school. For example they provide the principal with information, file records of important information and provide information on the state of finances at the school. The district office provides them with basic training such as how to use the telephone and basic computer applications. Clearly, the majority of school administrators in public schools do not perform at the same level (of management and leadership) as their UK equivalents.

If the WCED were to want to create a role of the SBA (at a level equivalent to the UK SBM) for administrative personnel, it may be necessary to revise relevant legislation. Formalising the role would certainly involve either creating a new post via the public service bargaining forum or renegotiating the job description of the current administrative clerks to allow for an SBA role or position.

The above issues do not mean that in practice there are not examples of bursars or senior administrative staff already working as de facto school business administrators with the principal, SMT and the school<sup>5</sup>. This is certainly the case at some private and some former Model C schools. In some cases deputy principals, senior administrative staff or even educators fulfil the role of an SBA – as envisaged by the UK model – where through their role their principals are freed to focus on teaching and curriculum development. However, it would be better if this role was fulfilled by the administrative clerk so that educators can focus of teaching and learning.

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<sup>5</sup> The candidate at Primary School A is an excellent example.

## **Creating a role for a school administrator in a typical South African school**

Given the challenges faced in schools today, among which are the need to make efficient use of available resources, as well as the need to develop new resources to augment those derived from the State, it may be argued that there is already a slow emergent expansion of the SBA role underway at schools that have independently realised the need. However following the trend with private schools, most of these early innovators are assumed to be already at relatively well-resourced schools.

Bush (2007:393) however argues that “*South Africa’s underperforming schools (Ministerial Review, 2004; Pandor, 2006) require a greater emphasis on basic management.*”

Since DBE statistics appear to show a strong correlation between underperforming schools and economically disadvantaged communities, this contention appears to have merit. Anecdotal evidence derived in this study through interviews with ADAs, administrators and principals shows some support for this view.

Furthermore Bush (2007:401) reports that:

“McLennan and Thurlow (2003:5) refer to the absence of a ‘culture of teaching and learning’ in South African schools: “The virtual collapse of the culture of teaching and learning in many urban and rural schools has eroded the confidence of education managers. They have little idea of what would be required to restore the culture.”

Lack of confidence as education managers, as well as lack of adequate support for school administration, may lead to principals tending to deal with the immediate administrative issues in their day rather than being focused on providing leadership to the educators and learners in the schools. Bush *et al* (2010:167) appear to support this view:

“Given the centrality of learning, principals, deputies and HoDs need to give a high priority to the management of teaching and learning and not ‘retreat’ into their offices, to carry out routine administrative activities.”

It stands to reason that, if a school is already challenged in terms of finding the resources to support its management, the intervention to professionalise and improve management must come from *outside* the school.

### **2.1.4. National and International capacity development initiatives for school administrators**

#### **National Support**

School administrators have been receiving basic training in administration and WCED procedures from the administration development advisors (ADAs), as well as other training arranged by the educational district office and the circuit the school belongs to, in terms of the workplace skills plan. Manuals such as the Basic Financial Manual for Schools (2<sup>nd</sup> Edition 2006) have been developed.

Districts submit their workplace skills plans to the head office in which they make recommendations for administrative staff to receive training. Training is provided in both general skills development such as first aid training and training in basic computer skills, as well as specific training in the use of WCED computer programmes such as CEMIS. Administrative staff who are WCED appointees can also apply for bursaries for further tertiary training, such as an undergraduate degree in financial management.

The main driver of training and development for the school administrator is the ADA. He/she trains or arranges training for the school administrator at the school with specific reference to being able to fulfil WCED policy and regulations compliance. The focus is on capacity development of the school administrative staff.

### **The Certificate in School Business Administration (CSBA)**

During the stewardship of Minister Cameron Dugmore, the WCED investigated the discourse and practice of school business management in the UK. The discussions went as far as to include the decision to import the Certificate in School Business Management (CSBM – renamed the Certificate in School Business Administration in South Africa due to SAQA) that was developed by the then National College for School Leadership (NCSL) and the provisioning of a budget of over R15 million for the complete training programme.

The rationale for training school business managers (SBMs) was the belief that they could provide management support to the educators and the head teacher (principal) so that they (teachers) could focus on the management of teaching and learning.

Training in the CSBM model is conducted in the following non-academic business areas:

- The SBM module
- Risk management
- ICT
- Financial management
- Facilities management
- Human resource management
- Office systems management

This programme has primarily been targeted at bursars employed at schools but, within the South African context of a high percentage of no-fee-paying schools, the candidates that attended were mostly general school administrative clerks, including bursars.

The role of School Business Administrator was conceived as a direct response to a need identified in the Western Cape Education Department (WCED) for dedicated persons to manage the 'business' in revised approaches to school management. The CSBM training model was adapted from the UK and renamed the Certificate in School Business Administration (CSBA), the subject of this study. The aim of the CSBA is to equip school business administrators (SBAs), and *potential* SBAs, to fulfil a range of roles until recently undertaken by the principal and/or senior members of teaching staff.

In South Africa the training of school administration personnel can be seen as part of the transformation and development of previously disadvantaged individuals. It can also be seen as part of increasing the skills of a part of the labour force that was neglected in the past. In addition the nature of administrative work has changed with the increased use of ICT in administration and business systems.

Thus the need for training cannot be disputed. However, the implementation of the CSBA course occurred without a clear needs analysis being done. The need for a model of training that would fit into existing training for the development of staff, as well as the issue of how the role would be incorporated into the existing legislative and policy context were not thoroughly researched prior to the implementation of the programme. Nor did the pre-implementation phase involve much preparation on the ground,

particularly in the crucial area of change management regarding the principals who, in the South African context, should have been positioned as champions of the programme, in order to guarantee its efficacious realisation in the school.

Ideally, as was done in the UK model upon which the CSBA was based, a baseline study should have been conducted *before* the programme commenced, to inform the drivers of the project not only in terms of the status of training and skills required on the ground at the time, but also to inform the *design and implementation* of the programme.

## **2.2. Baseline study of business administration capacity at schools**

The baseline study that follows is of necessity less than ideal, having been initiated after the launch of the pilot CSBA course. It is necessarily retrospective and overly anecdotal in parts. However, in adapting the ideal to the practical, we believe we have achieved the aims of a baseline study as indicated in the following summary.

The aim of this baseline survey is to explore the status of the school incumbents who are responsible for school business administration-type tasks.

The three elements comprising the baseline study were (in actual chronological order, the outcomes analysis preceded the others):

- Survey questionnaire
- Outcomes analysis
- Case studies

### **2.2.1. Survey questionnaire**

#### **2.2.1.1. How the survey was conducted**

##### **Selecting the research sample**

The sample included school administrators from public pre-primary, primary, junior high and high schools across the districts within the Western Cape Education Department (WCED). This group formed an opportunity sample of 300 school administrators who attended the WCED CSBA course at several further education and training colleges in the Western Cape.

As an opportunity sample was used, the data gathered should be seen as providing indicative rather than representative findings. The sample had the advantage of being comprised of people who were readily accessible, willing to participate, emanating from a variety of schools and interested in developing the school administrator profession.

The sample totalled 300 and of these 238 completed the survey giving a response rate of 79%.

##### **Piloting and refinement of the baseline questionnaire**

The questionnaire used for the baseline study was based on the questionnaire used by Liz Woods. The questionnaire was adapted to the South African context. A simple preliminary random sample of 1% in size was drawn from the WCED public schools database for a preliminary pilot to further refine the questionnaire.

## Data Collected

The data were analysed to investigate:

1. General Information: Job titles; previous posts; gender, age and ethnicity; remuneration; the types of schools in which school administrators work, including location, and pupil and staff numbers and the support to teaching staff ratios;
2. The roles, responsibilities, skills and attributes of school administrators in their schools;
3. The status of the school administrator and key relationships with the SGB, the SMT and the WCED;
4. The training and professional development of school administrators. A set of 52 job elements that are considered activities of school administrators were presented to respondents. They were required to indicate if they:
  - performed the task themselves,
  - delegated it to another under their supervision, or
  - the task was performed by somebody else not under their supervision.

The questionnaire was thus designed to obtain information about the school administrators work environment, their roles and responsibilities, their relation with the senior management team (SMT) and the School Governing Body (SGB) and qualifications.

### 2.1.1.2. Analysis of the questionnaires

#### 2.1.1.2.1 Profile of school administrators

Six (2.4%) respondents described their job title as 'Bursar'. One used 'Admin and Bursar', six gave their job title as 'Finance Officer', one 'Line support', one 'Line support admin', one 'School secretary', one 'corporate coordinator' and the rest used 'Clerk', 'admin clerk' or 'Finance clerk'.

This tally with the fact that, firstly, the attendees at the course were school administrators and not specifically school bursars. Secondly, there are many no-fee-paying schools in the Western Cape that would not have a dedicated bursar. Thirdly, the administrative clerks might be bursars as well as being responsible for other administrative tasks.

Most of the participants in the course (91%) were women.

Respondents had an average of 11 years' work experience. Most of the candidates enrolled for the second cohort of the CSBA course are in their mid-career stage. A further 13% were between 50 and 59 years of age. These percentages suggest that a fair number of administration staff leave the profession before they reach 50 years of age. It may also be the case that a number of such staff are not permanently employed. The study was not able to obtain data on staff turnover in these positions (for more on age and years of experience see Appendix 1, Table 2 and Table 3. For age distribution, see Chart 3). The turnover of staff should be determined at some point, as it has obvious implications for the WCED in terms of the long-term cost and viability of the CSBA programme.

An examination of salary levels (Appendix 1, Chart 3) indicates that just under 60% of female administrators were earning less than R50 000 per annum in 2009/2010.

A large number (51%) of the candidates worked in education previously and 16% had financial administration experience. About 70% had worked in the public sector. 15% percent came from the financial sector which may also include public sector finance. The survey did not probe how the respondents came to be in their jobs or why they left their previous sectors, information that might inform recruitment of new entrants to the profession in future.

Of the sample 27% declined to state their professional qualification. Of the remainder, 6% had a university degree, 57% had a diploma or certificate (the survey did not differentiate qualifications relevant to the job from the rest), 33% had matriculated only and 4% had a qualification lower than matriculation.

In general, there appears to be a correlation between salary level, education qualification and status.

Most of the CSBA candidates of this cohort came from primary schools (61%), with 18% working at high schools and the rest in other school types (see Appendix 1, Chart 1).

The schools varied in size in terms of learner numbers (a mean of 863), teaching staff numbers (27) and service staff numbers (9) (see Appendix 1, Table 1).

Almost all schools (96%) are served by an SGB.

#### **2.1.1.2.2. Roles and Responsibilities of school administrators**

##### **Responsibilities**

Respondents were asked to indicate the functions that they perform themselves in terms of the responsibility areas: administration, finance, Human Resources, facilities management, information management, ICT, support, and teaching and learning. Administration (51%) and finance (43%) accounted for most of their time in terms of functions they themselves performed. Other main functions performed by themselves were information management, ICT and human resources. Relatively little time was spent on the function of teaching and learning (16%), corresponding to tasks such as keeping accurate records of learning resources and equipment, explaining the school's curriculum policy to parents and possibly class supervision when required.

There was a relatively even spread of management responsibilities *not* under the supervision of the administrator, indicating that a high level of administrative management responsibility resided with the principal and other staff (see Appendix 1, Tables 5 and 6, and Charts 4 and 5).

##### **Activities**

The survey gathered responses on the frequency of activities related to the eight areas of responsibility described above. The findings are summarised below.

## **Administrative activities**

The respondents most frequently spend their time on the clerical requirements of the school, such as various types of record keeping. Higher level administrative management activities such as analysis of reports, management of legal matters and the implementation of changes in the school improvement plan are performed with much less frequency (see Appendix 1 Table 7 and Chart 5).

## **Finance activities**

Administrators are involved with 44% of the finance activities of the school but the respondents reported very low supervision of others in these activities, which also tend to be of the administrative type. The bulk of the financial management functions, such as the development, planning or analysis of budgets are performed by someone else in the school, most likely the principal, deputy, the senior management team or teachers.

The activities that administrators say they perform most frequently themselves were keeping accurate financial accounts, maximizing school income from hiring out school facilities and fundraising.

Given the changes that have taken place with the advent of school fees and additional fundraising needs, there is scope for growing the financial management responsibilities of the school administrator (see Appendix 1 Table 8 and Chart 6).

## **Human resources activities**

All the respondents indicated that they were involved with all the HRM activities to a lesser or greater degree. After keeping accurate records (70%), the second most important task (46%) administrators undertook was the administration of staff remuneration. This activity probably occurs more in section 21 schools where the governing body has the right to employ and remunerate additional staff.

More than a third of administrators indicated that they are involved with managing staff contracts and managing temporary staff. A rather low number indicated that they had responsibility for support staff, supervise and deploy support staff (20%) and appointment and induction of support staff (11%).

A minority of administrators, below (15%), was responsible for following clear and fair principles of recruitment, retention and discipline of staff, appointment and induction of staff and appraisal and development of support staff. This is an indicator that the senior management team and the principal undertake most of these responsibilities (see Appendix 1 Table 9 and Chart 7).

## **Facilities and property management**

Responsibilities for property management occupied 22% of their time, mostly activities confined to keeping records of equipment, furnishings and school maintenance programmes (42%), and ensuring the availability of supplies, services and equipment (52%). Activities such as property and ground maintenance and supervision of building services are indicated as done by someone else on the staff (see Appendix 1 Table 10 and Chart 8).

## Information management and ICT management

These two functions have been combined to match the situation where only one subject covers these areas in the CSBA.

Admin staff indicated that they most frequently manage information and communication systems (55%), and keep records of computer hardware and software (46%). 35% indicated that they managed the maintenance of the school's computer system. Others at the school performed management functions, such as ensuring compliance with legal requirements for ICT, the evaluation of the management information system and participation in strategic planning (see Appendix 1 Tables 11 & 12 and Charts 9 & 10).

## Support services

25% said that they carried out provision of food services (e.g. tuck-shop/catering). A further (20%) of staff said that they performed safety, transport, fire control, medical aid and health and safety legislation activities. 60% of support services are performed by someone not under their supervision (see Appendix 1 Table 13 and Chart 11).

## Teaching and Learning

35% of administrators indicated that they kept accurate records of learning resources and equipment and 21% said that they maintained learning resources themselves. 7% said that they taught when necessary and 2% explained the curriculum policy of the school to visitors (see Appendix 1 Table 14 and Chart 12).

## Levels of Operation

In order to understand the levels at which administrators were working, the responses to the resource management section of the questionnaire were analysed and each activity allocated as 'administration', 'management' or 'leadership', resulting in the following general assignment of levels of operation.

### Activity levels

Administration	48%
Management	42%
Leadership	10%

An analysis of administration, management and leadership activities of administrators indicates that they were working at three levels across all areas of responsibility.

The largest number of activities that fell into the management category is stated below:

- Manage the administrative, clerical and other support functions of the school
- Analyse and report patterns in learner numbers and assessment results
- Analyse costs to ensure value for money
- Manage the budget cycle
- Comply with sound principles of school finance



- Manage cash, investments and credit control
- Manage staff contracts
- Manage temporary staff.

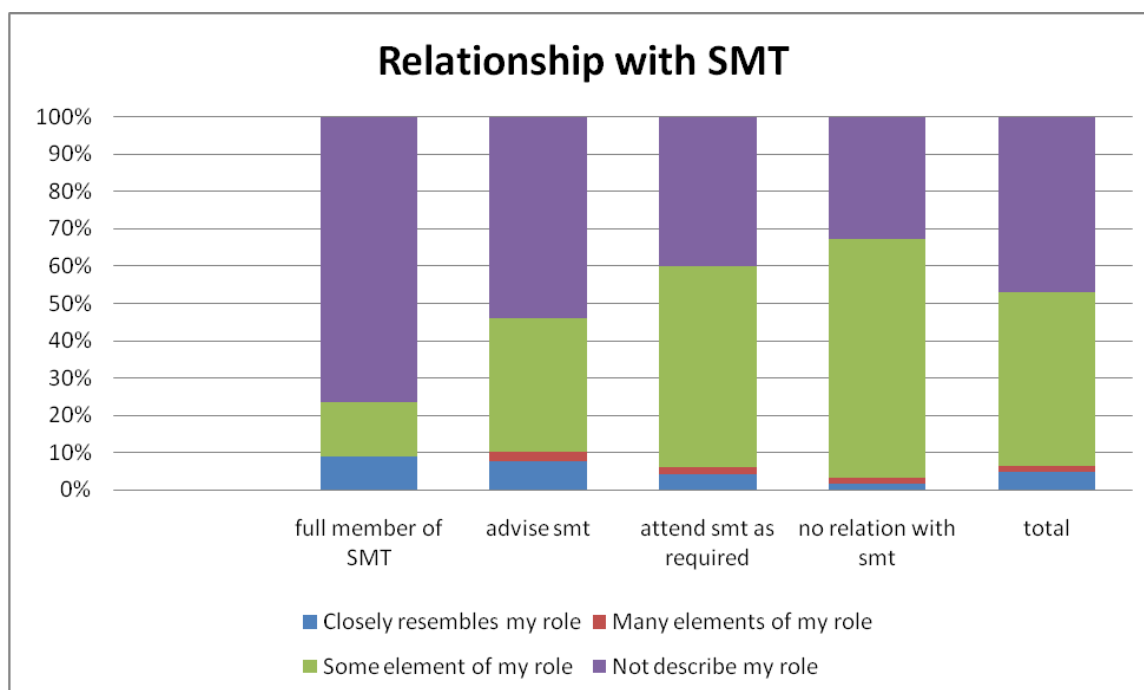
### The status of the school administrator and key relationships

Indications of status can be inferred from the data above. The wide range of titles indicates that the role of the school administrator is evolving. Low salary, low entry-level qualifications and a preponderance of lower level clerical activities imply a lower status of the job compared with the UK.

### Relationship with the Senior Management Team at the school

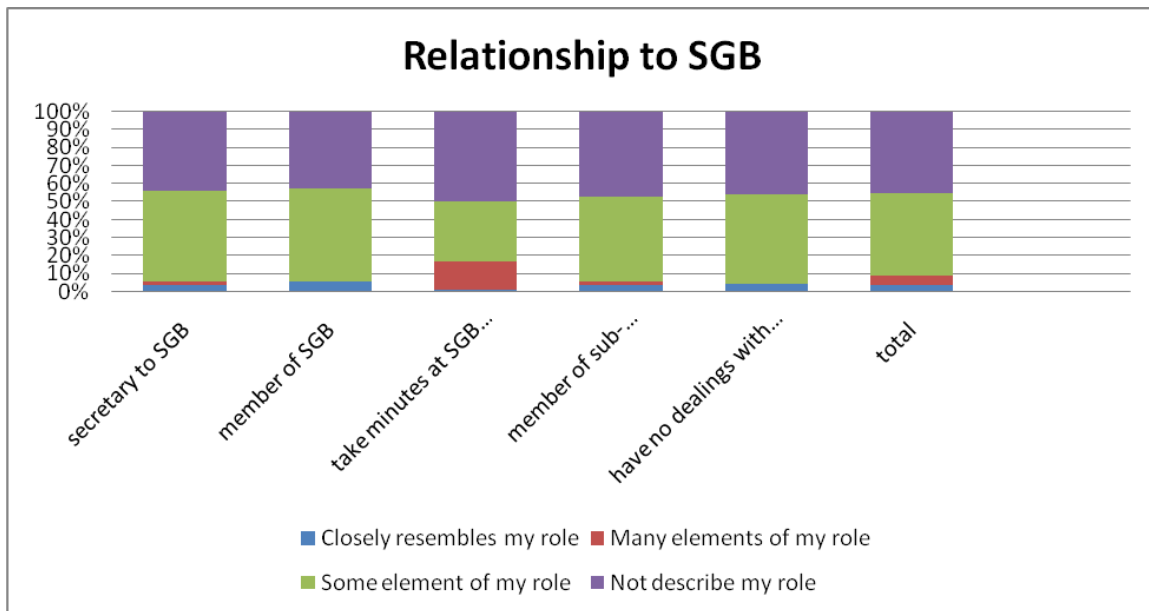
Respondents were asked to indicate whether they had full member status, only advised, attended SMT meetings when required, or experienced no relationship with the SMT. The majority of responses were that they had a weak to no relationship with the SMT. Less than 10% indicated that they were full members of the SMT. Their relationship with the SMT is less developed than with the SGB, possibly because legislation makes it possible for support staff to be represented on the SGB.

### Relationship with the Senior Management Team



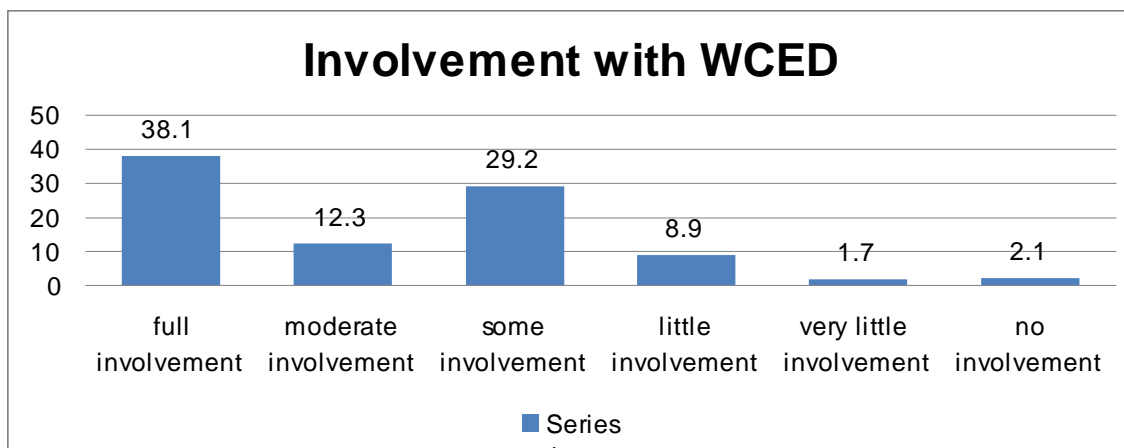
### Administrators and the School Governing Body

More than 40% of administrators said that they had no relationship with the SGB. Encouragingly, however, more than a third indicated that some of their activities allow them to interact with the SGB. These administrators could thus be the non-academic staff representatives on the SGB fulfilling the role of attending SGB meetings to take minutes, participating in sub-committee work and perhaps even playing the role of secretary or at the very least assisting the principal in the arranging of meetings.



### Relationship with the Western Cape Education Department (WCED)

Administrators were also asked to indicate their relationship with the WCED. Most indicated that they do have a relationship, but this operates at the clerical rather than management level.



### 2.2.2 Competencies Required by School Business Administrators: Outcomes Analysis

The survey element of the baseline study revealed the current roles and responsibilities of administrative staff that correspond to the role of school business administrators. However, in order to ensure that the intervention – the development & piloting of the CSBA – will address and improve issues of administration, management and leadership in schools, the WCED also needed an outcomes analysis that would clarify the *desired* skills and knowledge requirements of School Business Administrators.

This outcomes analysis reflects the competencies needed by SBAs, i.e. the current roles and responsibilities, skills and competencies needed, as well as the competencies needed for an expanded role of school business management.

## **Focus of the analysis**

The intention was to conduct a purpose-driven or 'outcomes analysis' of skills required of a person who will work in the envisaged position of SBA. In other words, it would define the expectations of those who employ and use the services of the SBA, namely principals and administration district advisors.

## **How the analysis was conducted**

Analysis sessions were conducted with two distinct groups of stakeholders with an interest in the outputs and contribution of the School Business Administrator: WCED administrative personnel in regional offices and principals in schools.

Two different analysis sessions were conducted, in the form of focus group discussions on 16 September 2009 with regional office personnel, and on 5 November 2009 with a select group of principals. The results were then synthesised in the form of the table below.

## **Qualifying remarks**

The two focus groups used in the analysis acknowledged that much of their thinking was 'future focused' rather than an accurate reflection of current practice, but the focus group with the school administrators provided an accurate reflection of current practice. In many cases the participants of the two stakeholder groups, i.e. the principals and the administrative development advisors had not been closely involved with administrators in the SBA certificate programme, and were expressing their expectations of the new position rather than current practice (which of course in most cases they regarded as inadequate).

The analysis does represent, though, the realistic expectations for the new position of two critical groups, as well their perspectives on the current incumbent school administrative clerks and the ways in which SBAs could provide critical support to schools.

## **The School**

The purpose of a school is to equip learners with the essential skills and knowledge that they will need to support the next stage in their individual and social development, to enable them to cope with the demands of a constantly and rapidly changing world.

## **Role-players**

The role-players or occupations that are employed to deliver the purpose of the school may be divided into teaching and support staff. Teaching staff include at least the following roles (there may be others, e.g. teachers' aides):

- Principal
- Deputy Principal
- Heads of Department
- Educators

Support staff may include:

- School Business Administrator

- Secretary/s
- Grounds and Facilities Supervisor
- Grounds Staff

While all of the above roles contribute towards the achievement of the purpose of the school, it was beyond the scope of this analysis to consider the roles other than the School Business Administrator. The WCED would derive a more holistic view of the school management model (and the CBSA would benefit) through a future study that analyses the relationships between them and how each impacts on the others.

### School Business Administrator

The key purpose of the School Business Administrator is to manage the financial interests of the institution so as to free professional staff to deal with curriculum issues and learning.<sup>6</sup>

In achieving the key purpose indicated above, the role-player will play the following roles:

- Budgeting: draft and monitoring budgets
- Procuring
- Reporting: accounting records / financial statements
- Investing
- Marketing the school
- Raising funds
- Liaising with parents
- Managing risk (assets and equipment; facilities; safety and security)
- Developing school facilities (e.g. manage tenders)
- Drafting, maintaining and implementing financial policies.

### Outcomes and indicators

Competent performance will be in place when the following indicators are evident.

**Table 1: Indicators of Competency for School Business Administrators**

Outcome	Indicator [Key tasks carried out / knowledge required]
Role: budgeting	
<b>Set, monitor and control a budget</b>	
Demonstrate understanding of the regulatory framework governing school budgets	<ul style="list-style-type: none"> <li>• The regulatory framework is clearly understood and guides the budgeting process (regulatory framework includes: the relevant sections from the SASA relating to school budgets).</li> <li>• The practical implications for the management of the finances of a Section 21 and a non-Section 21 school are clearly understood.</li> <li>• The allocation of funds and the purposes for which the funds are intended is understood. Allocation of funds complies with the School Funding Norms and Standards policy.</li> <li>• The proper procedure for establishing the school fund is</li> </ul>

<sup>6</sup> Financial interests include: assets, HR, curriculum issues – everything the school spends money on or that has a financial implication for the school.

Outcome	Indicator [Key tasks carried out / knowledge required]
	<p>understood (procedure includes: role of the SGB; authority of the Head of Department).</p> <ul style="list-style-type: none"> <li>• The importance of a budget is understood in terms of its role in the sound fiscal management of school funds.</li> <li>• The concept of a budget is understood. Budget elements are identified to show how they are brought together to reflect expenditure against income.</li> </ul>
Lead a budgeting process	<ul style="list-style-type: none"> <li>• The budgeting technique used is justified in terms of available budgeting techniques for the specific project (budgeting techniques include: forecasting based on historic data; zero-based budgeting).</li> <li>• Own role and scope of authority is clearly understood and agreed with stakeholders before the budgeting process begins.</li> <li>• Roles and responsibilities are assigned to relevant personnel in compliance with financial procedures (compliance includes: provincial regulations, guidelines and financial directives. Relevant personnel include: the treasurer, chairperson, the finance committee, the principal, administrative staff).</li> <li>• Facilitation of the budgeting process ensures that dysfunctional conflict is minimised, and contributions from stakeholders are positive, timely and relevant.</li> </ul>
Produce an annual budget	<ul style="list-style-type: none"> <li>• Budget planning meets the WCED requirements for projections and medium-term budgets (3 to 5 year plans).</li> <li>• Needs analyses according to specific cost centres are prepared to ensure that funds are allocated to the most deserving cost centres.</li> <li>• Methods of generating income are analysed to determine which are the most appropriate and useful to the school's needs.</li> <li>• Projected expenditure is prioritised according to actual funds available and the school's development needs.</li> <li>• School fees are calculated considering proposed budget, projected exemptions and the circumstances of the school (circumstances include: the kind of school; the type of community in which the school is located; school fee exemptions; no fee schools; provision for bad debts).</li> <li>• External and internal scenarios that may affect the budget projections are evaluated in terms of their relevance to the school.</li> <li>• The draft budget is compiled using the historical data collected as basis for creating the targeted figures and future trends.</li> <li>• The budget is prepared within the parameters of the provincial guidelines and follows correct procedures for approval (approval includes: management, SGB and parents).</li> <li>• The budget is checked for relevancy and practicality using the forecasted draft.</li> </ul>

Outcome	Indicator [Key tasks carried out / knowledge required]
<p>Manage a budget for a period</p>	<ul style="list-style-type: none"> <li>• Income is carefully monitored and controlled in terms of budget projections (income includes: school fees; fund raising; donations; sponsorships)</li> <li>• Regular banking promotes safekeeping on income and minimises risk of financial theft or loss.</li> <li>• Record keeping is accurate and up-to-date at all times. Records are available for inspection by authorised personnel (record keeping includes: proper receipting of payments; timely execution of payments).</li> <li>• Follow up on projected and required payments increases income flow towards budget targets (follow up includes: reminders; letters of demand; legal measures and enforced collection).</li> <li>• Actual income and expenditure are accurately compared against targets set in the budget.</li> <li>• Variances are calculated using the budget and the variation.</li> <li>• The reasons for variances are analysed to determine the cause of the variance.</li> <li>• Regular reports are prepared and presented to the SGB (presentation includes: proposed actions and recommendations of the finance committee to be ratified by the SGB).</li> <li>• The actual income is measured against projected expenditure to prevent cash flow problems (projected expenditure includes: payment of SGB appointed personnel).</li> <li>• Corrective measures are recommended to bring budget back on track when expenditure deviates from actual budget. Measures are reasonable, show sound judgement, and are aimed at minimising risk (recommendations include: measures to increase income; reduction in expenditure; improving budget compliance).</li> <li>• Documents for auditing purposes are prepared and submitted to SGB for approval.</li> <li>• Expenditure of all funds allocated by the SGB is monitored to ensure accountability.</li> <li>• Expenditure is planned to ensure that cheques in place and available, in accordance with regulations (regulations include: signing conventions; no blank cheques).</li> </ul>
<p>Prepare and submit progress reports to key stakeholders</p> <p>Stakeholders include: WCED, Principal, Finance Committee, School</p>	<ul style="list-style-type: none"> <li>• Monthly reports to stakeholders accurately reflect progress according to projections and planned expenditure. Reports note variances together with planned actions to address these (reports include: income and expenditure; cash flow statements).</li> <li>• Quarterly reports to the WCED accurately reflect progress according to projections and planned expenditure. Reports note variances together with planned actions to address these (reports include: Quarterly reports to the WCED).</li> <li>• Financial statements prepared to support auditors are</li> </ul>

<b>Outcome</b>	<b>Indicator [Key tasks carried out / knowledge required]</b>
Governing Body, staff, parents	accurate and provide relevant information in the required format.
Role: procuring	
<b>Procure and buy stock for a school</b>	
Establish stock and/or material requirements	<ul style="list-style-type: none"> <li>• All procurement activities comply with the procurement policy and procedures of the school.</li> <li>• Procurement policy and procedures are ensured to be in place and agreed by the SGB. Policy and procedures are drafted for agreement, or adapted as required, where they do not exist or are not suitable.</li> <li>• The estimate of requirements includes input from key stakeholders and is an accurate reflection of requirements (inputs include: stock take).</li> <li>• The order list prepared is based on stakeholder requirements and specifications, and ensured to be within budget allocation.</li> </ul>
Establish sources of stock supply	<ul style="list-style-type: none"> <li>• Lists of possible suppliers are compiled together with a clear indication of type of goods and services offered, and supply agreement and conditions (Goods and services include: consumables; text books; maintenance; municipal services and accounts; contracted services, e.g. plumbing)</li> <li>• The vetting and approval of suppliers is carried out in accordance with WCED policy and procedures.</li> </ul>
Issue an order for stock replenishment	<ul style="list-style-type: none"> <li>• Purchasing policy and procedure is correctly applied.</li> <li>• Purchasing is scheduled and delegated to suitably qualified persons as required.</li> <li>• Purchasing documentation checked for compliance with policies and procedures.</li> <li>• Accurate records of all procurement activities are maintained and available to authorised persons.</li> <li>• Checks and balances in place minimise the risk of corruption and promote cost efficient procurement to school requirements (checks and balances include: spot checks; separation of functions).</li> </ul>
Purchase and receive tools and equipment	<ul style="list-style-type: none"> <li>• Goods and services received are checked against the purchase order, and ensured to be of the required standard before being signed off.</li> <li>• Receipt of goods and services meets the requirements of procurement policy and procedures. Goods are securely stored.</li> <li>• Orders are followed up to ensure timely delivery.</li> <li>• Expenditure is correctly allocated within the school accounts.</li> </ul>
Role: fundraising	
<b>Support fundraising initiatives to supplement school funds</b>	
Establish and	<ul style="list-style-type: none"> <li>• The composition, roles and responsibilities of fundraising and</li> </ul>

Outcome	Indicator [Key tasks carried out / knowledge required]
maintain links between fundraisers and the Finance Committee	<p>financial control structures of the school are clearly understood (structures include: SGB; Finance Committee; Fundraising committee; events coordinator).</p> <ul style="list-style-type: none"> <li>• Own membership of, and participation in, the structures facilitates information sharing, and contributes to coherent planning and decision-making.</li> <li>• Input into planning and decision-making promotes fundraising that contributes to the strategic goals of the school, and is consistent with its values (input includes: sound basic cost-benefit analysis of proposed fundraising activities).</li> </ul>
Provide financial advice to fundraisers	<ul style="list-style-type: none"> <li>• Advice provided is informed by a thorough understanding of the needs of the school as described in its strategic plan.</li> <li>• Advice is consistent with risk management principles, and aims to protect the assets of the school.</li> <li>• Advice is consistent with GAAP<sup>7</sup> and Departmental policies and procedures.</li> <li>• Input to fundraising is creative and innovative, and draws on examples of successful practice in other areas as appropriate.</li> </ul>
Role: managing risk	
<b>Manage risk in own area of responsibility</b>	
Demonstrate understanding of the concepts of risk and risk control	<ul style="list-style-type: none"> <li>• Risk control measures are designed in accordance with the concepts of avoidance, elimination, reduction and transfer of risk.</li> <li>• The consequences of risk are understood in terms of damage to assets, consequential losses, financial losses and legal liability.</li> </ul>
Manage financial risk	<ul style="list-style-type: none"> <li>• The possible risks in the management of school finances are identified, quantified and prioritised in terms of the potential impact on the school (risk points include: receipt; banking; procurement).</li> <li>• Financial management and control are designed to minimise risk in line with accepted risk management principles (controls include: proper account management; accurate allocation of money; control of cash; safe, timely and accurate banking; segregation of duties).</li> <li>• Payments are made after checking the quality of delivery to protect the school's investment.</li> </ul>
Protect school assets	<ul style="list-style-type: none"> <li>• Safety policies and procedures are ensured to be in place and fit for purpose.</li> <li>• General provision for safety and security are monitored at regular intervals and ensured to be fit-for-purpose. Responses to sub-standard items ensure that they are corrected with minimum delay (provisions include: fire hoses - serviced; alarm systems; safety and security equipment; safe keeping of money. Responses include: contracting a provider</li> </ul>

<sup>7</sup> Generally Accepted Accounting Principles



Outcome	Indicator [Key tasks carried out / knowledge required]
	<p>to check, service and repair as required; first aid)</p> <ul style="list-style-type: none"> <li>• Management of support staff ensures that facilities are adequately maintained.</li> <li>• Absenteeism of support staff is monitored and managed to minimise delays and gaps in service provision.</li> <li>• Liaison with security companies contributes to infrastructural safety and security. Policy developed to control access provides effective protection for personnel, learners and facilities.</li> </ul>
Role: investing	
<b>Maximise return on funds</b>	
Select an investment option	<ul style="list-style-type: none"> <li>• Regulations with respect to investments, including limitations, are clearly understood and inform investment decisions (limitations include: prohibitions on stock exchange).</li> <li>• Different permitted investment options are identified in terms of their benefits and accessibility (options include: money market and 32-day notice accounts).</li> <li>• Proper procedures are followed in securing permission for, and setting up an investment account.</li> </ul>
Allocate money to secure maximum returns	<ul style="list-style-type: none"> <li>• The implications of holding money in current accounts and investing money in interest-bearing accounts are quantified in terms of returns and accessibility.</li> <li>• Money allocated to investment is ensured to be surplus to current requirements in terms of cash flow projections.</li> <li>• The selected option meets the school's requirements for maximum return versus access to the invested funds.</li> </ul>
Role: marketing	
<b>Promote the image of the school in the local community</b>	
Promote the school as a learning institution of choice	<ul style="list-style-type: none"> <li>• What the school has to offer to learners is presented in an honest and attractive format to encourage enrolment (offerings include: academic, cultural, sporting, community, values, aims and objectives)</li> <li>• Promotion activities are consistent with the 'brand' that the school wishes to develop and communicate.</li> </ul>
Use a range of promotional options	<ul style="list-style-type: none"> <li>• Selected media for promotions are appropriate to the target audience and within budget allocation (media include: word of mouth; newsletters; websites; mass media advertisements).</li> <li>• Websites are professional and attractive and contain accurate, up-to-date and useful information to inform choices.</li> <li>• Promotional options include the involvement of local business through donations and sponsorships (for fields or facilities).</li> </ul>
Manage	<ul style="list-style-type: none"> <li>• Customer relations management acknowledges parents – as</li> </ul>

Outcome	Indicator [Key tasks carried out / knowledge required]
customer relations (parent liaison)	<ul style="list-style-type: none"> <li>• fee-paying stakeholders – as ‘customers’ of the institution.</li> <li>• Interactions with parents are courteous and professional at all times, and designed to create and enhance good customer relations.</li> <li>• Interactions are predominantly on financial matters (school fees, fundraising, etc).</li> </ul>
Role: developing	
<b>Contribute to the ongoing development of the school</b>	
Identify development needs	<ul style="list-style-type: none"> <li>• [Currently SBAs do not manage development projects]</li> <li>• The condition of facilities is monitored on an ongoing basis to determine needs for maintenance, repair and improvement.</li> <li>• Existing infrastructure is evaluated against projections and School Improvement Plan.</li> <li>• Gaps are identified and prioritised in terms of their possible impact and/or limiting effect on projections and plans.</li> <li>• Recommendations to address needs are formulated and communicated to the School Management Team and/or SGB as appropriate.</li> </ul>
Investigate options	<ul style="list-style-type: none"> <li>• [Currently SBAs do not manage development projects]</li> <li>• Development ideas are subjected to cost benefit analysis and feasibility assessment. Cost estimates presented for consideration are accurate and realistic.</li> <li>• New ideas are extensively marketed to key stakeholders to ensure buy in and support.</li> <li>• Fundraising requirements for approved projects are communicated to the fundraising structures. Progress on fundraising is reported at agreed intervals.</li> <li>• Formal tenders secured provide realistic and cost-effective options without compromising quality. The tender process complies with public tender requirements.</li> </ul>
Manage development projects	<ul style="list-style-type: none"> <li>• [Currently SBAs do not manage development projects]</li> <li>• Relationships developed with suppliers promote cost-effective and timely delivery of services.</li> <li>• The project management plan is comprehensive, clear, measurable and an accurate reflection of the scoping process.</li> <li>• Budgets established at the outset are realistic, clearly defined and effectively monitored and managed (Management includes: monitoring expenditure against allocation; timely release of finance; accounting for all expenditure; accurate and timely reporting).</li> <li>• Progress is monitored and reported at agreed intervals (Reports include: project status; expenditure against budget; challenges and corrective actions and/or input; problems and implications for consideration).</li> <li>• Projects are managed through to their completion to ensure</li> </ul>

Outcome	Indicator [Key tasks carried out / knowledge required]
	timely delivery and minimise risk.
Role: setting policy	
<b>Develop and implement policy and procedures at school level</b>	
Demonstrate understanding of policy and its purpose	<ul style="list-style-type: none"> <li>• The origins, purpose and role of policies and procedures are clearly understood (understanding includes: basis in legislation; difference between policy and procedures).</li> <li>• Existing policies and procedures are identified in terms of applicable legislation and implications for practice within the school.</li> <li>• Available resources to clarify policy and its implications are identified and used.</li> </ul>
<p>Draft policies to guide the support function in a school</p> <p>Support includes: finance, human resources, information management</p>	<ul style="list-style-type: none"> <li>• Available resources are used in the development of new policies and procedures at local level (resources include: CD which links policy to legislation; manual providing guidance and exemplars).</li> <li>• Gaps in policy and procedures are identified in terms of the risk to the school (risk may result from: confusion as to appropriate behaviour; financial management; legal protection and compliance; consistent work standards, rules, and regulations; consistent and fair treatment for employees).</li> <li>• Policies and procedures adapted and/or developed for the support function are clear and user-friendly. They comply with WCED guidelines.</li> <li>• Financial policies and procedures provide guidance for the efficient handling and management of funds, as well as effective protection against abuse.</li> </ul>
Role: managing ICT	
<b>Manage information and communication technology in the school</b>	
Current situation	<ul style="list-style-type: none"> <li>• This is not a current function, but will be required in the future.</li> <li>• Many schools are without computers and email.</li> <li>• The function is currently a voluntary function in schools and usually assigned to an interested teacher.</li> </ul>
Use information technology to enhance own function	<ul style="list-style-type: none"> <li>• Computer literacy is sufficient to allow effective use of information management systems (systems include: ISAMS; databases; accounting packages).</li> <li>• Use of email and internet is efficient and enables online</li> </ul>

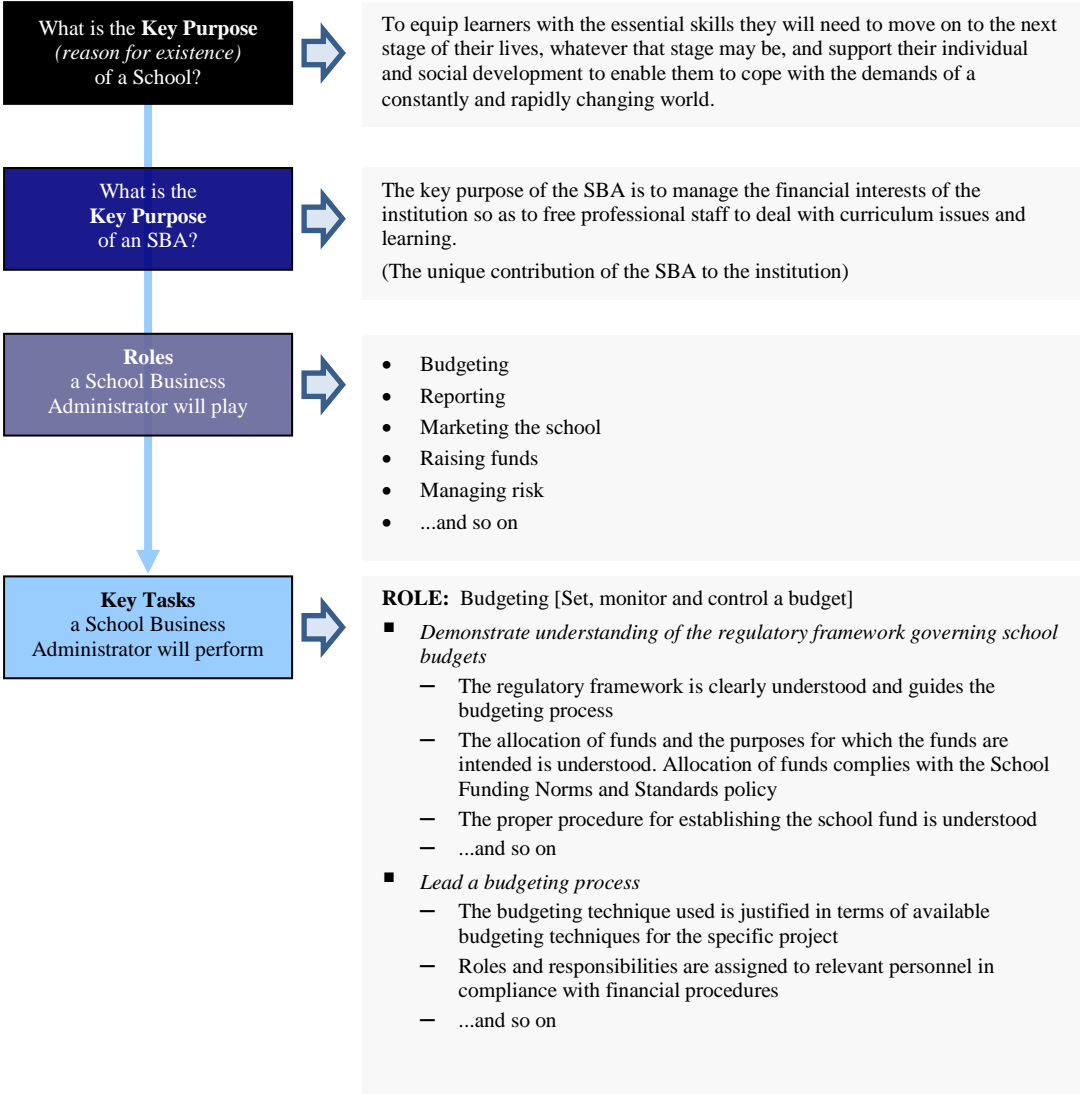
Outcome	Indicator [Key tasks carried out / knowledge required]
	communication and research.
Role: managing human resources	
<b>Manage and develop support staff</b>	
Maintain compliance with labour relations legislation	<ul style="list-style-type: none"> <li>• Employment contracts are drafted for SGB posts and support staff in accordance with WCED and legislative requirements.</li> <li>• Contracts with external providers comply with WCED requirements and protect the school against risk (contracts include: regular service providers; tuck shop contracts).</li> <li>• Staff records are accurate and up to date, in the required format, and stored securely. Records are available to authorised persons on request.</li> <li>• Remuneration of SGB appointments and support staff is ensured to be accurate, timely and up-to-date.</li> <li>• Obligations as an employer are understood, and the school is registered correctly, and meets obligations on time (registration includes: SARS; worker's compensation, UIF, etc).</li> </ul>
Manage staff performance	<ul style="list-style-type: none"> <li>• Input into HR recruitment promotes professional practice and the recruitment of appropriate staff in line with school requirements (staff includes: professional, administrative, manual, security).</li> <li>• Expectations of individual team members are specific, measurable, attainable and realistic.</li> <li>• Expectations are communicated to, and agreed with, each individual.</li> <li>• Performance reviews are conducted in terms of agreed goals and expectations, at scheduled times. Performance reviews hold people accountable for their performance.</li> <li>• Feedback on individual and team performance is constructive. Resulting plans are directed towards continuous improvement of individual and team performance.</li> <li>• Recognition of performance which meets or exceeds expectations is public and contributes towards staff retention and continuous improvement of service levels.</li> <li>• Formal and informal interactions with individual team members and the team contribute to the cohesive and effective functioning of the team.</li> <li>• Management style contributes to job satisfaction amongst team members.</li> <li>• Communication style is open and promotes information sharing and an exchange of ideas which establishes, supports and maintains effective and beneficial interpersonal relationships.</li> </ul>
Manage staff development activities	<ul style="list-style-type: none"> <li>• Development actions result from performance reviews. They are documented in personal development plans, and are appropriate in terms of identified skills gaps and development</li> </ul>

Outcome	Indicator [Key tasks carried out / knowledge required]
	<p>needs.</p> <ul style="list-style-type: none"> <li>• Coaching activities provide levels of input and support appropriate to the individual's stage of development and level of performance.</li> <li>• Support contributes to the continuous improvement of skills and performance.</li> <li>• Training is ensured to be cost-effective.</li> </ul>
Role: managing information	
<b>Manage and maintain information</b>	
Maintain information	<ul style="list-style-type: none"> <li>• Financial information is recorded accurately and verified before distribution.</li> <li>• Learner information is accurate, up-to-date and secure. Confidentiality is a priority and access is provided to authorised persons upon verification of identity and authority.</li> <li>• Staff information is accurate, up-to-date and secure. Confidentiality is a priority and access is provided to authorised persons upon verification of identity and authority.</li> <li>• Information is stored in appropriate formats (formats include: paper; electronic).</li> <li>• Backups minimise the risk associated with loss of information.</li> <li>• Recording and storing of information is systematic and organised according to clear and logical principles.</li> </ul>
Provide access to information	<ul style="list-style-type: none"> <li>• Policies for the storage or and access to information are clear, communicated to all users, and compliant with current legislation for privacy and access to information.</li> <li>• Logical information management systems ensure ease of access to information for authorised persons.</li> <li>• Information is regularly updated and enhanced to improve its usefulness to end users.</li> <li>• Outdated information is purged according to policy requirements.</li> </ul>
Role: liaison	
<b>Establish and maintain effective working relationships with key stakeholders</b>	
Establish and maintain effective working relationships with the WCED	<ul style="list-style-type: none"> <li>• Relations developed with WCED officials promote harmonious interactions and a cooperative approach to problem-solving (problem-solving includes: resolution of issues around: salaries; leave; equipment; supplies).</li> <li>• Expectations of both the school and WCED are clearly understood. This understanding of often conflicting needs forms the reference point for the relationship.</li> <li>• Own performance is monitored and evaluated in terms of feedback on submissions to the WCED.</li> </ul>
Establish and maintain effective working	<ul style="list-style-type: none"> <li>• Key stakeholders are identified in terms of their roles, contributions and needs (stakeholders include: staff; parents; learners; community).</li> </ul>

Outcome	Indicator [Key tasks carried out / knowledge required]
relationships with the broad school community	<ul style="list-style-type: none"> <li>Relationships with all stakeholders are cordial and professional and promote effective teamwork and cooperation.</li> </ul>

The School Business Administrator's contribution to the purpose of an institution in terms of roles and key tasks may be summarised as follows:

**Figure 1: key purpose, roles and tasks of the SBA**



**2.2.3. Case Studies**

The purpose of the case studies is to provide a picture of school business administration and the role of the school administrators which is situated within the context of real schools. The case studies form the third element in the baseline study (the survey questionnaire and outcomes analysis formed the other two parts). Together, the three elements provided an adequate basis from which to evaluate the CSBA, and assisted to clarify the findings and recommendations.

The aim with the case studies was to select a range of schools according to type, using the dimensions of primary and high school, fee-paying and no fee-paying schools, section 20 and section 21 (the intention was to represent a range of quintiles but unfortunately there was inaccuracy in the quintiles as reported which became evident at a late stage. The quintiles are represented in brackets).

School level	No fee-paying		Fee-paying	
	Section 20	Section 21	Section 20	Section 21
Primary	School D (2)	School C (2)		School A (5)
High		School E (2)		School B (5)

Schools were selected that had a school administrator enrolled on the CSBA programme and data was gathered from their portfolios of evidence and from their participation in focus group interviews.

Schools A, C, D and E all had a pool of poor learners (all black and coloured), whereas School B was a relatively wealthy public school that had been designated a white school under apartheid. The case studies depict an unstable and changing demographic population, particularly with schools A, C, D and E. Furthermore, in all these schools, learner numbers fluctuated as families (many living in informal settlements) moved between different areas.

### **Primary School A**

The first school was built in the area was established in 1912 for 'people considered to be white'. Black students in the area went to church schools mainly. Primary School A was established in 1967 and accommodated 871 learners. By 1968 the number of learners shot to 1 200 and the school had to run classes in double shifts. However, the numbers of learners have dropped substantially and in 2008 they dropped to 510. The learners ranged from the age of 5 (grade R) to 13 years old in grade 7. School A is a fee-paying section 21 school. However, it is located in a very poor area.<sup>8</sup> Learners attending the school come from various areas, such as Bellville, Nyanga, Bishop Lavis, Matroosfontein, Nooitgedaght and Ravensmead. Although it is officially a fee-paying school, only 20% of the learners actually pay school fees. FA, the informant to this study, described the socio-economic status of the parents in the following way. "Most of the parents are unemployed or the father's in jail or the mother's a single parent" (Focus group 3/06/10) or they are 'oupa and oma children' (FA, portfolio). The fundraising events are crucial to supplement the inadequate income of the school. However, the income raised through fundraising is limited, because it relies on input from the family members of the learners, many of whom are poor.

The teaching staff consists of the Principal, Deputy Principal, 12 permanent educators, 2 SGB educator posts and 4 teacher assistants. There are 2 permanent administrative staff and 3 support staff. F.A's formal job title is senior administrative clerk. However she has adopted the title 'school business manager' which is recognised and supported by the principal. FA views her two main job objectives as firstly, financial management and secondly, to assist and support the principal. As financial manager, she ensures effective control and 'management of the budget' (FA, portfolio 2008). She administers school funds and financial books. She administers the grade-R subsidy. She handles the procurement of goods and services and maintains the inventory. Her additional duties can be summarised into the following categories. She manages the day-to-day administrative activities and fulfils the role of principal's secretary. She does information gathering and processing; she maintains a filing system, and she handles confidential documentation. She administers the feeding scheme.

F.A. has worked at the school for 10 years. During that time she has taken on many extra responsibilities and her job description has greatly expanded. From 2007 she undertook the data collection and capturing for CEMIS as required by the WCED. She has worked with the principal to develop a range of new policies and to update existing policies. She has coordinated a number of large-scale fundraising events. She has taken on a number of duties in the sphere of Human Resources management, such as implementing a new leave management system, conducting the administrative aspects

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<sup>8</sup> The respondent from School A indicated that Quintile 5 was a complete misrepresentation of the economic level of the learners serviced by the school. It was based on a wealthier area close to the school.



of recruitment of educators and has been involved in staff performance improvement systems. She has taken on the role of non-teaching representative on the SGB. She has become a member of the school management team and is also on the SGB. As her role has expanded, she has developed her skills extensively and has at times worked overtime and over school holidays as requested by the principal. Her gross salary is approximately R8000 and she receives a housing subsidy of R500.

Unfortunately we did not have access to an annual budget for the school at the time of writing. However, FA explained some of the budgetary challenges faced by the school. The allocation from the WCED is approximately R20 000 per year depending on the number of learners. The school fee used to be R150 per year and, from 2009, was increased to R200 per year. However, as stated above, only 20% of the learners are actually able to pay school fees.

FA reported on problems with financial control at the school in the past. From 2004 to 2007, the school was in financial difficulties, but there was overspending and mismanagement of funds, and the school was not able to succeed in organising fundraising activities. Members of staff spent school money without consulting the financial administrator. Because of financial constraints an amount of R10 000 had been budgeted for textbooks. While F.A. was away on sick leave for three months, textbooks were bought for R50 000.

In 2007, a new principal was appointed, and he and the financial manager worked as a team to improve the financial management of the school. Systems for effective financial management and control were implemented and enforced. The staff were motivated to engage in successful fundraising activities. Within six months the deficit was cleared and the school was able to achieve a positive balance. This points to the important role of the school business manager in working with a school principal to assert financial control. The valuable role played by FA in the management of the school is recognised by the principal and some of the staff members. However, she still feels that she is awarded a lower status than her contribution merits. Furthermore she is not remunerated in accordance with the extent of her contribution to the school. Although the principal fully supports her involvement on the school management team, there are some senior educators who question her competence to be on the SMT.

As outlined above, Primary School A experiences many challenges and the learners come from very poor backgrounds. However, there has been development of organised systems to use the limited resources of the school to maximum benefit. Furthermore, in spite of some notable exceptions, there seems to be a culture of teamwork, effort and generation of resources in order to improve the quality of the education provided and the opportunities offered to the learners. This case demonstrates how a motivated and committed principal can provide leadership and management to improve a school. Furthermore the school business manager has a crucial contribution to make in partnership with the principal and other school staff.

## **High School B**

High School B is situated in the suburb of Bothasig. It is a section 21 fee-paying school in Quintile 5 in Metropole North. The school was opened in 1971 as a dual-medium school, i.e. English and Afrikaans medium. In 2008 there were 750 learners in the school in Grade 8 to Grade 12. There were 33 educators of which 23 were WCED funded and 10 were funded by the SGB. There were 12 support staff, including 5 administrators. 5 of these posts were funded by the WCED and 7 by the SGB. In 2006 the school had a

record number of learners who achieved an A-aggregate in matric. In 2009 out of 130 matric learners, there was one failure. About 70% of the learners are English speaking. The school has many sporting activities. Amongst other extra-mural opportunities available to the learners there is a dynamic Business Economics department which provides interested learners the opportunity to take part in activities related to the stock markets. There are three computer laboratories, one of which is a Khanya lab. HT, our informant, who is the bursar at the school notes a major challenge being to get all the staff and learners e-literate.

HT manages the administration of the school together with the headmaster. In 2008 she had worked at the school in this post for 15 years. Her WCED job title was Senior Administrative Clerk at Grade 3. Her salary was approximately R9000 per month.

In 2008, the annual budget of the school was R2 871 119. School fees made up 80.8% of the sources of income and WCED allocations made up 4.8%. 9% of the income came from recouping of bad debt. HT is one of five administrative staff at the school. As the bursar, she is responsible for managing the finances of the school. Her duties include drafting the budget and serving on the finance committee (more below). She makes sure that all the accounts get paid. Other members of the administrative staff handle the school fees and debtors. She does the WCED reports such as the 043 report. This involves setting out the expenditure compared to the budget, calculating the variances and sending this to the regional office.

HT attends meetings of the SGB and serves on the finance committee. Her main role there is to bring the financial report to the finance committee meeting, to inform the members of the financial position that the school is in. In order to determine the income on an annual basis, members of the finance committee review the previous year's income, the present year's income to date and then consider the needs for the next year. HT is not the non-teaching representative, which is a role that is filled by one of the other administrative staff. HT requested to be on the SGB because decisions are made in that forum that directly impact on her work. She says, "if I wasn't at the meeting, I don't know what's coming, I don't know what to prepare for" (FG 3). She participates in the SGB meetings by commenting and giving her opinions on issues being discussed.

The SGB is primarily responsible for the Code of Conduct regarding the learners and financial policy regarding all financial procedures of the school. It assists the headmaster in the governance of the school and is responsible for the appointment of all staff. According to HT, the SGB functions effectively and smoothly. For example, fundraising activities are planned the year before the activity takes place, and are built into the budget. The activities are initiated by the school – the principals and the teachers – and the SGB approves them. The fundraising activity is then organised by the relevant staff. The SGB plays a coordination and oversight function.

HT is not involved in the School Management Team. She does not generally communicate directly with the heads of departments. She communicates with the principal when necessary. She says that she often brings issues to his attention, relating to the finances and the procedures that need to be followed. Because of the number of administrative staff at the school, HT is able to play a specialised role taking care of financial management. She has extensive knowledge of financial management, but has little involvement in areas such as human resources and risk management.

HT describes the learners as being the “axle around which the school revolves” (HT, PoE). Parents are expected to encourage the learners academically and in sport. They are expected to honour their financial commitment to the school and support it in fundraising events. They are expected to support the learners and the educators in all possible ways. While some of them do this, HT notes that others do not.

### **Primary School C**

Primary School C is situated in the sub-economic area of Philippi East and is located in Quintile 2. The learners come from the surrounding communities, mainly informal settlements. The school is a no fee-paying school which was established in 2000. It is in the South Metropole district. Because of the high standard of financial accounting developed, the school successfully applied for section 21 status at the beginning of 2008. In 2008, the school had 941 learners, ranging in age from 6 to 14 years. It had 32 educators, including the principal. It had two administrative clerks and four support staff. PQ, the research informant from this school, has worked in an administrative position in the school since 2002. He described changes in the school, which started with 600 learners and nine educators. The school went through a period of instability during 2003 and 2004. In 2005 it stabilised and acquired more resources, enriching projects and capacity development of educators. These initiatives were facilitated by external NGOs and were mainly in the area of information technology. Computer laboratories were set up and educators received training in computer literacy. There was also a successful greening project established in 2002. In 2007 the school was relaunched with a new name.

PQ notes that “educators are enthusiastic about teaching and learning and are eager to learn and grow in the profession.” Educators and learners participate in various extra-curricular activities, including sport, music, arts and cultural activities.

There are a number of problems and challenges. PQ reports that the literacy and numeracy rates were very poor. There was some improvement in literacy rates from 2007 to 2009, but numeracy rates remain very low. Other problems which have been a concern have been lack of punctuality of learners, unsatisfactory parents’ participation in educational matters and poor meeting attendance. There have been problems with school security in that it has been burgled and there are no fire extinguishers in the kitchen where gas burners are used.

PQ’s educational background is unusual for an administrative clerk in that he has a BA and Honours degree from UWC. When he was first employed at the school in 2002 his work consisted mainly of tasks such as typing correspondence and answering phone calls. His role has expanded greatly since. In 2006 he was elected to the SGB representing non-teaching staff and appointed as a finance officer. PQ asserts that his appointment as finance officer helped to improve the financial accounting standard of the school.

PQ is on the Finance Committee of the SGB and is involved in the budget development process. The budget for 2008 was R242 783. PQ described the budget development process in the following way. Various committees, such as Sport and Culture and the Music committees submit their budgets to the finance committee which drafts a budget and submits it to the SGB for approval. The SGB present the budget to a parents’ meeting for discussion and adoption. When the budget has been adopted by the parents it is signed and sent to the District Office and can be used by the school as an operational document. Although the budget development process is done by the school, PQ felt the process was rushed and not enough time was given for analysis and

redefining. According to PQ, the information gathered for decision-making to develop the budget was not adequate to make informed.

The budget is based on an analysis of the previous year's budget. The School Improvement Plan (SIP), including curriculum planning, is not integrated into budget planning, but treated as a separate issue.

As finance officer PQ needs to finalise and adjust financial reports to be submitted quarterly to the school. The SGB controls the school finances. One of PQ's responsibilities is to do requisitions, for example when organising transport for learners. This is done in conjunction with the Finance Committee. As finance officer, he handles payments, financial recording, prepares quarterly reports for the SGB and the district office and prepares the books for auditing. The school has a finance policy, but according to PQ it is lacking in some areas. For example, it does not include provision for assets of the school and how they should be managed, and it does not require backing up of computerised financial records. Furthermore PQ thinks that there is not enough segregation of duties among the finance committee, which should be stipulated in the finance policy.

Apart from PQ's role as finance officer of the school, PQ is responsible for various forms of record-keeping. He does not play a great role in human resources management, but as an SGB member he is actively involved in the process of staff recruitment. With regard to ICT he is required to keep records of computer hardware and software and manage maintenance of the school's computer system. He also needs to assist educators with IT skills. He has no involvement in teaching and learning functions of the school. He has the responsibility of organising school uniforms and assisting in the administration of the feeding scheme programme. He feels that administrative clerks have a lot of responsibilities, many of which are not in their job descriptions.

PQ is not a member of the School Management Team (SMT), although he believes that he should be. He has gained leadership experience in previous jobs and in community projects. Since completing the CSBA he thinks that he has become even more equipped to take on more of a leadership and management role. However, he has spoken to the principal who does not support his becoming involved in the SMT. PQ implied that the principal lacked capacity in management skills (this was a trend reported by a number of SBAs). In spite of the principal's lack of capacity, or perhaps because of it, he did not encourage PQ to play a greater role in management and leadership.

PQ said: "I find it difficult to influence decision-making, because you know that the way our schools are organised, it's a trickle-down approach in terms of decision-making. Because you as an admin clerk, you are there at the bottom and the decisions are from the top to the bottom; from the SMT to the bottom. Then you are pregnant with the ideas you want to implement because you are fresh from the college, you know, you've made the research, you know what is it that is not going right in terms of the administration and the management of the school – you have that information. But it's difficult to actually implement that information because of the position that you are in." (PQ, FG 2)

## **Primary School D**

Primary School D is situated in Khayelitsha. It is a no fee-paying Section 20 school in Metropole East district. There are 1 287 learners, 33 teaching staff, including the principal, and 6 support staff. The school started in 2000 with learners platooning at another primary school. The school building was built in 2002. It has 28 classrooms for Grade 1 to 7. There is a big playground, a school garden and "a big lawn area with beautiful flowers and parking bays" (MN, Focus group, FG 1).

There are two computer laboratories. The first lab was donated by the Mark Shuttleworth Foundation and the second lab was installed by WCED through the Khanya Project. Each lab has its own server and about 30 computers.

The school specialises in music and has a partnership with a UK school for an Art and Culture project. It has a basketball court that was donated by a charity. The literacy and numeracy levels are low in the foundation phase. In 2007 the literacy level of the Grade 3 cohort was 51% and numeracy levels 40%. Two of the challenges identified by MN, the informant, are the level of crime in the area and teenage pregnancies.

The informant, MN, is one of two administrative staff at the school. She has a Grade 12 qualification, a Secretarial Diploma, and completed the CSBA programme in 2009. According to her job description, her two main areas of responsibility are performance of accounting duties, administrative and secretarial duties. Her accounting duties include administration of the budget, income and expenditure, preparation of financial statements in compliance with WCED accounting principles. She prepares monthly bank reconciliation statements using financial software. She monitors payments, accounts and does banking. She is required to maintain the school inventory, and monitor whether there is sufficient stock. She is expected to initiate fundraising activities, draft business plans and oversee financial ventures.

The routine administrative and secretarial duties in her job description deal with correspondence and enquiries. She does typing and photocopying. She is required to manage logistical arrangement for meetings and school functions. She is responsible for maintaining a filing system and indexing.

In addition, she is the secretary of the SGB and is responsible for administrative support of the SGB. She handles the administrative component of human resources management, keeping staff records, managing staff contracts and administering staff remuneration. She is also on the SGB interviewing committee, and participants in staff recruitment interviews.

MN supervises the support staff to ensure the safe maintenance and operation of buildings. Her role in relation to ICT is to keep records of computer hardware and software and to manage the maintenance of the school's computer system. She is responsible for overseeing the feeding scheme. Her role in relation to teaching and learning is restricted to keeping records of learning resources and equipment and maintaining learning resources. MN asserts that "everything about the smooth functioning of the school depends on [her and her fellow administrative clerk]". In spite of this, she is very concerned that the value of her role in the school is not acknowledged by the principal and the staff. Nor are the skills that she has gained through doing the CSBA programme acknowledged.

Although she plays a role on the SGB, she does not feel empowered to contribute to what is being discussed in meetings or contribute to decision-making because of how she is regarded by the other SGB members. This may be exacerbated by the fact that the school has section 20 status. If it were section 21, she would have the opportunity to perform more complex roles in the financial management of the school, which could raise her status in the eyes of the SGB members. However, her lack of agency to contribute to the school's direction limits her scope to apply her skills and make an impact. MN is not on the School Management Team (SMT). MN notes that the principal, an acting principal, has gaps in her ability to do certain tasks, which MNM has become skilled at through doing the CSBA programme. Rather than openly asking MN to support her and acknowledging her role, she quietly asks her to do these tasks and takes the credit for them herself without acknowledgement.

Through doing the CSBA programme, MN had gained awareness of some of the gaps and inadequacy in school policy and practice. However, she feels powerless to be able to contribute to make an impact because of her low status in the school. One of the gaps which she has noticed is that there is no systematic approach to risk management at the school and no specific staff member responsible for it. While she had learned much about risk management on the CSBA programme, she did not have the opportunity to apply what she'd learned on the course. She said:

“... even now are schools are still at higher risk because we didn't have a chance to, at least to introduce even the parents or even the SGB. We have risk everywhere in our schools, but because we didn't have a chance to implement or even to just introduce to the school community of ours or the SGB.” (MN, FG 1)

MN feels that she has increased her knowledge and skills substantially through doing the CSBA programme. However she is very undermined by the lack of opportunities to apply her skills in the school and by the lack of recognition that she experiences. Consequently, she is considering seeking employment in the private sector.

## **High School E**

High School E is situated in Nyanga East township and many of the learners live in the surrounding informal settlement areas. It is a no fee-paying section 21 school in Quintile 3 in the Metropole South District of Cape Town. The school is in a poor socio-economic area. School E was the first high school established in the Nyanga area in 1975. At that time it was a small school and only accommodated learners from grade eight to grade ten. Over time the school grew larger. It currently has 1104 learners. There is a total of 38 staff, including the principal, two deputies, two senior administrative staff and support staff. It has twenty-eight classrooms and a school hall. There are two computer laboratories which were funded by donor organisations, a science laboratory and a library.

One of the problems that the school experiences is that there is a high rate of crime and gangsterism in the area.

There are two administrative staff in the school who are both administrative clerks at Grade 3 level. We will refer to them as LS and AMB. There is no bursar employed at the school. The areas of responsibility of these two clerks seem to overlap substantially. LS, our main informant at this school, is in her fifties and has been working at the school in the same post since 1988. She has a Grade 12 qualification. Her main areas of work are providing administrative support, record-keeping of learner and staff information and human resources responsibilities.

She is not involved in financial administration aspects at all, nor in facilities management, nor in matters relating to teaching and learning. She is not involved in management of the school. She is not involvement on the SMT or the SGB.

In her own description, LS emphasises her role as a receptionist, her support of the principal and her interaction with stakeholders, particularly parents. She describes her role with regard to ICT as mainly data capturing and downloading information from the computer. She sees the support part of her role as important. This incorporates contributing to positive relationships between members of staff, developing relationships with community and businesses to secure support for the school, and developing supportive relationships with parents. She supports the staff in extra-mural activities, for example, accompanying learners to music competitions.

She says that the volume of work has expanded over the years, one of the reasons being the expansion of technology. The administrators sweep the floors of their own offices and make tea for visitors. She said that she sometimes needs to work unpaid overtime to keep up with the work deadlines.

She started working in a low-level position and although she gained a lot of experience, she felt that she needed to learn more and expand her areas of capability.

As we have stated, there is a large area of overlap between the responsibilities of LS and AMS. AMS, however, has responsibility for the financial administration of the school. She is a full member of the SMT and the SGB and is involved in the SGB committees.

According to the administrative staff, there is good financial management control in the school. There is an active finance committee which meets and regulates procedures. Although it is a non fee-paying school, the school does collect small amounts of money from the learners through fundraising activities.

There are various sub-committees (of the finance committee) at the school, including fundraising, a requisition committee and an entertainment committee. However, there is not enough commitment from school staff to do the required work in these committees and the school administrators end up carrying the bulk of the workload involved.

The two administrative staff serve on the finance committees, but feel that they have not functioned as effectively as they would like because they were not “well equipped in finance”, had too much work pressure, their roles were not clearly defined, and they were struggling with new technology.

### **Insights gained from the case studies and focus group interviews**

The case studies show how post-1994 changes in the schools have affected school business administration, and particularly the roles of the administrative staff. They have needed to take on more responsibilities, particularly in section 21 schools, in relation to financial management, procurement, information capturing and management. School administrative staff have had to develop their ICT skills in response to increased use of technology, and the changing systems. Since schools in all categories receive less funding than they need, both from government and from school fees in the case of fee-paying schools, they need to engage in extensive fundraising. It is often the school administrators who play a large part in raising funds, through fundraising activities and donations.

There are some administrative staff who have management and leadership responsibilities through assistance to principals, training principals in some cases, through their involvement on SGBs, and in a few cases, involvement on SMTs. In most cases this role is not recognized by the educators and the SBAs are not accorded any improved status or remuneration. Furthermore, there are school administrative clerks who want to take on more of these kind of responsibilities.

In schools with low resources there tend to be two administrators. For example, schools with about 1000 learners in Quintile 2. These administrators need to do a very wide range of administrative tasks. They may be managing the finances, participating in committees, participating in SGBs or SMTs but still need to do the day-to-day administrative work, including low-level, time-consuming administrative tasks.

In better resourced schools, there are more administrative staff and they perform more specialised roles. For example School B has 12 support staff, including 5 admin staff. 7 of these posts are funded by the SGB. Therefore there can be more specialization of roles with lower level clerks doing more of the technical support work. HT, the financial

manager of School B concentrates on financial management of the school, in contrast to finance officers at poorly resourced schools.

The case studies illustrate how important the relationship between the SBA and the principal is in contributing to effective school administration. Furthermore the SBA needs to have a good relationship with the senior educators in management roles and be recognized by them. This is demonstrated by the case of School D, where the principal lacked capacity and the SBA felt that he had knowledge and expertise to contribute but was constrained by school hierarchies and lack of status from contributing to decision-making. This phenomenon was reported by a number of the SBAs. In School A the SBA had a productive relationship with the principal and worked in partnership with him to make the school financially viable. Furthermore she played an active role in providing a positive educational environment for the learners. In spite of this, she encountered resistance from some senior educators to her involvement on the SMT.

The case studies, in conjunction with the other data gathered, support the argument that school business administrators can and, in many cases, do play a crucial role in the management and administration of the school. The SBAs in the case study schools benefited from their studies on CSBA programme. It seemed that those who were already in schools where they had some level of recognition for the role that they were playing, increased their skills substantially and became more empowered to channel the knowledge that they had gained back into the school. However, there were still limits on the recognition and the cooperation they received from management.

Furthermore a minority of the SBAs were on the SMT of their school, which limited their ability to contribute to management and leadership of the school. The case studies point to the need for respectful relationships between SBAs and other members of SGBs and where relevant, members of the SMTs. It was evident from two of the case studies that a competent finance officer who is fully involved in the SGB of a school plays a key role in facilitating follow-through from school finance policy to planning, implementation and accountability.

In some of the cases, SBAs were severely constrained by lack of support and recognition at the school. Thus they experienced frustration because they had learned so much from the CSBA programme and wanted to make a contribution to improving their schools. However, they did not feel empowered to apply their knowledge and skill at their schools.

### **3. THE CERTIFICATE IN SCHOOL BUSINESS ADMINISTRATION (CSBA)**

The CSBA must respond to the concern that principals and educators bear an administrative load that detracts from performance in the classroom and from the quality of education as a whole. It is believed that a new role for school business administrators will help to lighten the administrative burden and enable educators to refocus their efforts. This should lead indirectly to improvements in the quality of education as educators are enabled to focus on classroom activity.

All these issues are important in terms of the Department's Human Capital Development Strategy.

The intervention, then, should improve school management and leadership, contributing to:

- improved conditions of education as reflected in physical infrastructure, equipment and education management; and



- improved educational environment as reflected in better management of those social pathology issues that impact learners and educators, including drugs, crime and gangsterism
- improved quality of education as educators are enabled to focus on classroom activity rather than heavy administrative loads
- improved skills levels of position holders so that they are able to make a difference and play an increasingly strategic role in school business administration.

### **3.1. A Brief History of the CSBA Project**

The Certificate for School Business Administration (CSBA) was initiated by the South African Bursars of Independent Schools Association and the Western Cape Education Department as a programme for the development of a qualification in School Business Management (CSBM) at NQF Level 4 for administrative staff at schools. This qualification is intended to equip school business administrators (SBAs) to fulfil a range of roles which, until recently, were undertaken by the principal and/or senior members of teaching staff. In this way administrative staff could relieve the principal of certain administrative responsibilities, thus freeing him or her to concentrate on curricular issues. The model for the programme was adapted from a similar programme in the United Kingdom (UK), the Certificate of School Business Management (CSBM) offered by the National College of School Leadership (NCSL).

The CSBA programme was identified as a ministerial lead project in the Western Cape in 2006, with a view to national implementation after a trial run in the Western Cape has been completed. On confirmation of the success of the pilot run, further higher qualifications for school business management will be developed in conjunction with HET (with UWC mooted as lead provider). The intention is for the WCED and national Department of Basic Education to also use this opportunity to possibly restructure administrative and management positions in public schools (as part of the human capital development programme and current restructuring of positions in the Department). As a long-term goal, national buy-in and participation is crucial to ensure that a career group and a structured career path for School Business Administrators can be created and implemented. The University of the Western Cape is preparing to develop undergraduate qualifications at diploma and higher diploma level, in School Business Management.

A key feature of the required competence for future school business managers was that of the candidate being able to act as a catalyst for change at both a personal and an organisational level. The overall intent with the training was for the candidates to enhance a culture that is focused on effective learning at their educational institutions.

After funds were committed to the project by the WCED (R16 million for the roll-out over three years in the Western Cape), a service provider, the Teaching and Learning Network (TLN), was contracted by WCED to design a South African version of the qualification for the Certificate in School Business Administration (NQF Level 4), to develop contextualised learning and assessment materials for delivery towards the qualification; and to assist the WCED in obtaining programme approval for the learning programme through the requisite quality assurance channels. They developed a comprehensive curriculum for a certificate programme, integrated Assessment Guides, providing for coherent and manageable assessment, facilitator guides and resource packs to support programme facilitators, and learner guides and resource materials to support learners during the learning process. More detailed information about the process leading up to the implementation of the programme is contained in the project interim report (November 2009).

The FET Colleges, namely the College of Cape Town, False Bay College and Northlink College, were identified to assist with the roll-out of the CSBA programme in the Western Cape.

The CSBA in the Western Cape was piloted from 2008 to 2009 with 150 candidates from the metropole region (carefully selected by WCED). The aim was to further train 300 school business managers from all regions (including rural areas) in the Western Cape in 2010 and 500 thereafter.

### **3.2. Goals of the CSBA Programme**

The aim of the CSBA is to prepare school business managers and potential school business managers for the range of roles associated with the efficient management of educational institutions. It is also to build capacity<sup>9</sup> at schools at the level of administration and management and leadership.

The National Certificate in School Business Administration aims to cover two sets of competencies that are recognized as essential by subject matter experts in association with practising school business administrators. These two areas are functional competence and competence in generic school business management.

Functional competence relates to specific areas of operational responsibility in school business management. It represents the functional competence required of effective and efficient SBMs: risk management, financial management, human resources management, facilities management, office systems management and ICT management.

Competence in generic school business management relates to the professional role of school business administrators in the changing context in which they work. This includes competence in generic leadership, management and administration.

These forms of competence are derived from the principle that, through the work they do on the programme, effective and reflective school business administrators should be able to:

- have a considered view of the distinctive contribution that school business administrators can make to defining and achieving the school's vision for learning;
- reflect on their individual professional role and the developing competence that they bring to that role, and plan for continued professional development;
- discuss the changing role of school business administrators and the impact of national initiatives on that role;
- analyse the professional or organisational context in which they work, and plan to make an impact on the organisation; and
- demonstrate a key set of generic management skills that underpin each of the different areas of responsibility in school business management (Wood).

### **3.3. The overall design of the programme**

#### **Programme modules**

The programme consists of the following modules.

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<sup>9</sup> "Capacity" is a frequently used term in development discourse, defined as the "ability of people, organizations and society as a whole to manage their affairs successfully" [OECD, 2006]. The three levels referred to – individual, organizations and society – are closely connected and interdependent in terms of using capacities. At the individual level, capacities focus on the skills and knowledge of people." Omar et al 2009)

## **SBM module**

This module aims to facilitate development of the student's professional identity as a school business administrator. It is aimed at developing the key set of generic management skills referred to above. The other 7 modules in the programme aim to develop the functional competence of SBAs in the specific areas of operational responsibility in schools.

### **Finance Management Module**

This module aims to develop knowledge in:

- principles of school finance;
- principles of accounting, auditing and financial reporting;
- financial planning and budgetary cycles;
- purchasing procedures; and
- cash management, investment and debt-management procedures.

Module outcomes:

- applying the principles of school finance;
- understanding and implementing the concepts of 'value for money' and 'best value';
- demonstrating an understanding of the principles of accounting, auditing and financial reporting;
- understanding the various approaches to school budgeting;
- applying sound principles when preparing a school budget;
- implementing appropriate purchasing procedures; and
- implementing cash management, investment and debt-management procedures.

### **Risk Management Module**

- This module aims to develop knowledge in:
- risk-management and loss-prevention procedures;
- school-health and safety-policy and procedures;
- fire-prevention strategies and a fire-training programme within the school; and
- contingency planning.

Module outcomes:

- identifying and applying the seven steps of risk management (including a risk assessment);
- explaining health and safety legislation and regulations;
- developing and implementing school-health and safety policies and procedures;
- implementing appropriate fire-precaution and fire-prevention procedures; and
- developing and implementing a contingency plan to raise staff and learner awareness.

## **HR Management Module**

This module aims to develop knowledge in:

- human resources management;
- labour relations (including legislation governing these relationships);
- collective bargaining;
- staff management;
- the implementation of staff-development procedures for school employees; and
- the implementation of payroll procedures.

Module outcomes:

- applying management skills and legal procedures related to recruitment, selection, induction, evaluation and appointment of staff, the creation of job descriptions and termination;
- understanding and implementing the professional requirements of school employees and quality professional development programmes appropriate to all classes of employees;
- understanding and applying the dynamics of negotiation necessary to build positive relationships with individuals and unions;
- explaining the main principles underlying the design of benefit packages; and
- facilitating and administering the payroll function.

## **Office Systems Management Module**

This module aims to develop knowledge in:

- different organisational management models (including systems, information and human resources management);
- operational procedures and systems for the office administrative function;
- the nature and purpose of teamwork and its contribution to the effectiveness of the office environment;
- strategic planning as part of the development of the school improvement plan; and
- communication skills and their role in promoting public relations of the school.

Module outcomes:

- describing the importance of reviewing existing procedures and updating them to reflect current and best practice;
- adopting a systematic approach to administration management, including the management of information and human resources;
- making use of teamwork to achieve the objectives of the school;
- understanding the role of strategic planning in the construction of the school improvement plan; and
- explaining and demonstrating how communication contributes to the development of sound public relations.

## **Facilities Management Module**

This module aims to develop knowledge in :

- facility planning and construction procedures;
- maintenance and operation procedures;
- principles of appropriate estates management;
- management of the transport needs of the school; and
- management of food and catering services offered at the school.

Module outcomes:

- understanding the relationship between the trends of developments in the school and facility planning;
- applying appropriate procedures for selecting and using professional services;
- describing different methods for preventative maintenance and repair plans;
- managing the maintenance and operation of the school buildings and facilities;
- explaining the benefits of strategic planning and an estate-management system;
- describing the procedures for the disposal and acquisition of assets;
- describing the procedures and requirements for learner transport; and
- explaining alternatives for the provision of meals in schools.
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## **ICT Management Module**

This module aims to develop knowledge in :

- the support role of ICT in learning and teaching (how it can be used in the learning environment);
- the day-to-day operation and maintenance of educational ICT;
- the use of hardware, software, networks and the Internet;
- health and safety issues related to ICT use;
- management information systems that can be used in the school to support school management; and
- how to implement data protection and security of records management systems.

Module outcomes:

- providing, maintaining and developing integrated learning systems using ICT; and
- implementing and managing an MIS in the school.

### 3.4. An outline of delivery and assessment of the programme

#### Delivery of the programme across the colleges

The programme was offered through three further education and training (FET) colleges. These are Northlink College, based in the Northern suburbs; False Bay College, which catered largely for learners in the South Peninsula, Mitchell's Plain and Khayelitsha areas; and College of Cape Town, which is based in Athlone. There were initially about 55 learners registered at the Northlink College, approximately 50 learners at False Bay College, and approximately 42 learners at the College of Cape Town.

#### Format

The delivery and assessment of the modules takes three forms.

At the start of each module, learners use a **diagnostic tool** to assess what their current level of knowledge is on the subject matter. This informs the facilitators about how to pitch the face-to-face sessions.

Contact sessions take place where facilitators run workshops to work through module content, interact with their colleagues in relation to the subject matter and clarify assessment. This is referred to as the **face-to-face** component of the programme.

The **self-study** component of the programme can be summarized into the following aspects. Learners work through a comprehensive, interactive workbook, doing required learning activities. These form part of a Portfolio of Evidence (PoE), which is a central requirement that informs the final assessment of competence of the learner. At the end of each module, learners write a module summary of learning and complete a knowledge test. The modules all count as credits for the qualification with the exception of the School Business Administration module, which takes a slightly different form.

This structure is summarised in the diagram overleaf:

**Step 1:**  
Complete diagnostic tool as starting point



**Step 2:**  
Participate in Face-to-Face scenarios and workshops  
(Facilitator-led)



**Step 3:**  
Complete relevant learning activities in module  
(25 – 200 words each)



**Step 4:**  
Complete Portfolio entries  
(250 – 300 words each)



**Step 5:**  
Write a module summary of learning for each module  
(about 600 words)



**Step 6:**  
Complete knowledge test for each module



## **4. Evaluation of the implementation of the pilot CSBA programme**

### **4.1. Methodology**

The brief of this project was to conduct a monitoring and evaluation of the implementation of the pilot of the CSBA programme which was run from 2009 to 2010. The goals of the CSBA evaluation were to:

- examine the extent to which the CSBA course has met its organisational objectives, and impacted upon and met the needs of its participants;
- assess the engagement by participants with various aspects of the course;
- identify which interventions or practices were most beneficial in securing the desired course outcomes;
- describe how CSBA outcomes are being applied in schools;
- investigate how course outputs are perceived to have wider impacts in schools;
- develop new indicators and instruments in the light of the above.

The evaluation is based on a multiple method approach, which uses a range of qualitative and quantitative methods and draws on perspectives of different stakeholders (Stufflebeam, 2003). These included:

- semi-structured interviews with learners, facilitators, principals, administration district advisers (ADAs), with WCED officials;
- review of course materials including facilitator guide;
- review of facilitators' reflective notes;
- participant observation in programme working group and planning meetings;<sup>10</sup>
- observation of contact sessions and learner presentations;
- focus group interviews with graduates of programme;
- questionnaires administered to candidates – the face-to-face questionnaire and the KnoCon questionnaire.

### **4.2. Criteria for Evaluation of the CSBA Programme**

The programme was evaluated according to the following criteria:

1. Relevance to SBAs' work
2. Effectiveness of programme in facilitating teaching and learning with respect to:
  - a) pedagogy (approach to teaching and learning)
  - b) course delivery
    - (i) face-to-face component
    - (ii) facilitation
    - (iii) self-study

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<sup>10</sup> The stakeholders of the CSBA programme held a Planning Meeting on 30 November 2009 in which they discussed the implementation of the pilot programme and did planning for the programme for the second cohort in 2010.



- (iv) course materials
- (v) in-school project
- (vi) online component
- (c) Assessment
- 3. Learner support
- 4. Outcomes of programme
  - a) Success rate
  - b) What candidates learnt
  - c) Application of learning in work context of candidates
- 5. Selection criteria of applicants
- 6. Impact of programme on school business administration in the Western Cape

The extent to which the pilot programme was successful will be discussed below in relation to each of these criteria.

### **4.3. Evaluation of the Programme**

#### **4.3.1. Relevance to SBAs' Work**

From the research conducted in this study on the roles and responsibilities of the SBAs and the knowledge and competencies needed, it was clear that there was a high level of correspondence between the needs of the SBAs and the programme and module content.

Candidates found that the programme overall was very relevant to their work. In responses to the face-to-face questionnaire, candidates were asked to respond to the statement, 'The training is meeting my personal career development needs.' On a 4-point scale, 71% of the sample indicated that they strongly agreed and 22% agreed with the statement. Only 5% disagreed and with 2% strongly disagreeing.

As discussed in previous sections, school business administrators have a wide range of responsibilities in a school. In some cases, their responsibilities tied in more closely to some of the modules than others.

One of the candidates commented on the relevance of the programme, saying that with a few exceptions it dealt with their everyday work. He said that they'd "seen in the course everything that we do on a daily basis. But it did make us realise where you do still make mistakes." (DR, #1) A number of the experienced candidates spoke about the extensive knowledge that they had gained during their work experience.

DV made the following comment:

"For me as the admin clerk, I feel that the course also covered a lot, and it aimed at what you already knew, but there it was because I went on it, I don't know about you, but I was taken from head-office and plonked into a school, so I had no idea how to run the school, even just assist the principal. So, but that actually after 10 years of being at the school, it's the first time some one's actually guided you through the steps not just here's the task, do it. So I felt that was good. I enjoyed that ...." (DV, #1)

Another candidate referred to the fact that some of the administrators had qualifications in general administration not directly related to schools. He said that doing the CSBA programme 're-emphasises the knowledge and gives you a broader picture, a broader

understanding of how the school situation and the education system is being organised' (PQ, #1). He added that he was fulfilling additional roles to those identified in his job description and that the CSBA course had 'broadened my knowledge of the school administration and management so much that when I came from the course I came with a lot of ideas I want to say to the principal'.

#### **4.3.2. Effectiveness of Programme in Facilitating Teaching and Learning**

##### **a) Pedagogy (approach to teaching and learning)**

The CSBA programme is based on a constructivist approach to learning. Consequently learners are viewed as active participants in the learning process and co-constructors of knowledge. Many adult education programmes are built on such an approach which recognizes that learners bring prior knowledge, competencies and values to the learning experience. Thus the role of the course is not only to impart knowledge to the learners but to facilitate the learners' building and extending their own knowledge in such a way that they apply it to their own practice. As working adults, the learners were required to be largely self-directed and to apply the material to their own workplace context as part of the ongoing tasks in the course.

The CSBA programme was conducted through a 'blended learning' approach. This refers to the different modes of learning used in the modules – the face-to-face sessions, self-study and on-line support component. The culmination of application of learning to their work contexts was the planning and implementation of an in-school project which was designed as part of the School Improvement Plan. Learners were required to apply knowledge from a number of the modules in the programme to the conduct of the in-school project.

According to the facilitators many of the learners struggled with adapting to the blended learning approach which was unfamiliar to them. One of the facilitators acknowledged that the facilitators also needed to adapt to this approach, which differed from the usual educational approach of the FET colleges. In the focus group discussion many of the learners indicated that the self-directed nature of the programme had been tough and required a lot of work. However, it had been beneficial for their development and the emphasis on application to their work practice was very effective.

The appropriateness of the pedagogical approach needs to be evaluated through assessing concrete elements of the delivery of the programme such as the face-to-face sessions, the facilitation, the self-study aspect and the materials.

##### **b) Selection Criteria for Programme**

The CSBA project targeted so-called "red schools" (red zones) – those schools in the "poorest of the poor areas" that need assistance to break the cycle of poverty that is the legacy of apartheid. For this reason, no former Model C and independent schools were initially invited on the pilot run but later concessions were made and a few former Model C and independent schools candidates were allowed on the pilot. This proved to be a valuable resource to WCED learners who were able to benefit from candidates from the private sector who generally had already been implementing many of the roles and activities being proposed by the CSBA course. Learners without Matric or Grade 12 gained entry to the programme, without having to undergo any additional assessment, measurement or bridging as long as they had achieved NQF Level 3 mathematical literacy and communication.

This meant that the majority of WCED admin clerks, bursars and secretaries had the prerequisite qualifications to do the course. The original course had to be modified to accommodate SAQA's requirement for an NQF Level 4 course.

**c) Programme delivery**  
**(i) Face-to-face sessions**

At Northlink College there were two facilitators who were each responsible for a group of 27-28 learners. Contact sessions were held at the Parow campus. 50 learners were registered at the False Bay College. The college initially had two facilitators but at the end had 1 facilitator who taught 2 groups at 2 venues. One group of 35 learners was taught at Good Hope campus in Khayelitsha and the other group of about 15 learners was taught at the Fish Hoek campus. 42 candidates were registered at the College of Cape Town. There were 2 facilitators who taught the whole group of 42 learners together using team-teaching. They used breakaway rooms when they did group work.

The course is delivered to groups of candidates by means of a number of two-day face-to-face sessions, each group with a pair of facilitators in a ratio of around 1 facilitator per 25 candidates. Researchers conducted observations of contact sessions at each of the three campuses.<sup>11</sup> Their observations focused on the how the sessions were facilitated, how learners responded to the facilitation, how they found the materials and the preparation for assessment.

The following main trends were observed. Most of the facilitators used a learner-centred approach of facilitating engagement and interaction of the learners with the course material. There was one exception where one of the facilitators from Northlink College used a directive approach to running the session. She attributed this to the fact that her learners were older and more comfortable with a directive approach. It is likely that she was more comfortable with a directive approach to teaching. The second facilitator at Northlink College was very confident in the use of a discussion-oriented guided discovery approach to facilitation. In the session she arranged for her candidates to meet outside of the main face-to-face sessions to do some of the learning activities in groups.

There was an interesting difference between face-to-face sessions led by the same facilitator of groups of learners at two different False Bay colleges. The facilitator had a very engaging style of facilitation. At the contact session at the Fish Hoek campus, the candidates were responsive, asked questions and interacted actively in the session. At the contact session with the learners at the Khayelitsha campus, the learners were not very interactive, though some engaged with the facilitator directly. The facilitators tended to assess the learners, dominant learning styles and skills and adapt their facilitation approach accordingly. With the Khayelitsha group of candidates, the False Bay College facilitator worked closely with the learner manual and used the scenarios in the manual extensively to convey the concepts to the candidates. Candidates worked through the scenarios in small groups. The lack of interaction on the part of the candidates could be because they were not used to a facilitative style of teaching. The fact that the candidates were second-language speakers of English and the learner materials and discussions were being conducted in English may have contributed to the candidates' lack of engagement.

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<sup>11</sup> OBSERVATION Dates and venues : 17TH AUGUST 2009-FISH HOEK; 19TH AUGUST 2009-ATHLONE CAMPUS-CoCT; 19TH AUGUST 2009-NORTHLINK Parow campus ; 19TH AUGUST 2009-NORTHLINK Parow campus

The two facilitators at the College of Cape Town used a team-teaching approach in that they combined two groups and taught the enlarged group together in one venue. They used breakaway rooms for group work.

This approach worked well and kept the candidates motivated and interested. While some of the facilitators worked closely according to the manual, others added innovative activities which were an extension or development of a learning activity. They also brought in external experts for certain aspects of the programme.

Through meeting and learning in this way, CSBA candidates had an opportunity to develop networks, to share ideas and good practice and to provide mutual support.

## **(ii) Facilitation**

In the face-to-face learner satisfaction questionnaire, a sample of candidates responded to the statement 'The facilitators were effective in delivering the training'. 68% of candidates strongly agreed; 29% agreed and only 3% disagreed ( See Appendix 2). This indicates a high level of satisfaction with the facilitation of the programme. The facilitators were FET college lecturers and most of them did not have first-hand experience of conditions in schools. Some of the candidates experienced this as a problem. One of the SBAs from a Khayelitsha school said the course facilitators 'don't really know the conditions that we are working under' (LM #3). She was referring specifically to her role at the school, her relationship with the principal, and the huge imbalance of power between her and the principal, which she felt that the facilitator didn't understand. Some of the learners saw the lack of familiarity with schools in a positive light. She indicated that her facilitator used her lack of familiarity with the school situation for the benefit of the learning experience of the group. She said:

"Our facilitator was very good. And I think she learned with us because it was also all very new to her and she would actually go through the class and say – how are you doing it, and how you doing it at your school? So I think she also learned a lot, and she was really there for us; we could SMS her, we could e-mail her, we could phone her; if you needed to speak to her she was there." (HT #3)

In terms of the educational principles on which the programme is based, the facilitation skills of the facilitators is the prime factor affecting the quality of learning as their task is to guide and mediate the learning experience. Furthermore they were working with a very detailed course materials and facilitator guides. In response to the statement, 'The facilitators provided support and guidance to sustain the motivation and learning', 58% of learners strongly agreed, 37% agreed and 5% disagreed.

## **(iii) Self-study**

In assessing the programme, a significant factor affecting learners' success was that many of the candidates had not studied for many years, and the quality of education that they had received was not necessarily of a high standard. This posed a challenge to both the learners and the facilitators. The emphasis on self-study and independent learning was one of the issues that was particularly challenging. One of the problems that need to be addressed was that the workload was exceptionally high for a certificate course for working professionals.

#### **(iv) Course materials**

The success of the programme depended on comprehensive material that was developed in the form of learner workbooks and facilitator guides. The materials were described as user-friendly and most aspects well adapted to the South African context. The workbooks were found to be so useful by some of the SBAs, that they continued to use them as a reference in the workplace even after completing the course (PC #3).

A problem with the learner materials was there was an extremely large quantity of materials which was overwhelming for learners (Planning meeting 30/11/09). The facilitator guide was used extensively by facilitators both for preparation and in face-to-face session. It was found to be extremely helpful.

#### **(v) In-school project**

The in-school project which learners were required to do was an important part of the learning experience and formed a large component for assessment of learners' competence. Learners were required to design a project which formed part of the School Improvement Plan (SIP). As part of the project, they needed to select a number of modules and apply the knowledge and competencies gained from the module as part of the project. Many of the in-school projects related to the Finance Management, Facilities Management and Risk Management modules. Some were related to Human Resources and ICT. The learners were also required to do a presentation about their project, through which they developed presentation and communication skills. Some of the projects were actually implemented in the schools, while others were used as a learning activity but for various reasons were not actually implemented. During the process of planning and implementation, the SBAs needed to engage with role-players in the school such as the principal, the SGB and also outside parties such as service providers, depending on what the project was. Examples of the type of projects that were conducted were the setting up a library/resource centre in a school, a project to improve facilities for a feeding scheme, and building a playground for pre-school learners. In each of these cases the projects were successfully completed in the schools.

#### **(vi) The on-line component**

The talk2learn /Working Manager on-line tool was intended to provide specific course-related learner support through the Internet. It was also intended to extend course material and to act as a tool for learners to communicate with each other about the content of the course and their school experience. Unfortunately, it was introduced late in the programme and in the school year. Many of the learners were focusing on completing the course requirements and were also under pressure in their school environments. Consequently, the talk2learn component was not highly successful as a resource during the pilot year of the programme. It does have tremendous potential to be a valuable component of the programme, contributing to learner support and extending engagement with the materials and other SBAs. (See Special Report, 2009, pp 6-7). However, a serious limitation is that some of the schools do not have reliable access to the Internet and may not have sufficient bandwidth, particularly in areas such as Khayelitsha.

#### **(d) Assessment**

There were a number of ways in which both formative and summative assessment evidence was generated and gathered during the CSBA programme.

Learners were required to build up a Portfolio of Evidence (PoE), in which they collected all the learning tasks which they completed during the course. The 6 'technical' modules which aim to develop 'functional competence'<sup>12</sup> were each assessed in the following way: Evidence for each module came from ongoing tasks which were submitted to the facilitators and entered into learners' portfolios. Summaries of learning after each module and knowledge tests were conducted after completion of each module.

A key component of the assessment in the programme took place through the conducting of a case study by the learners. The learner used the case study proposal, report and presentation to demonstrate skills, knowledge and expertise that had been developed. The case study required the learner to apply what has been learned and to assess the impact that the programme had had on them and their school (CSBA qualification information). On the whole the assessment methods were aligned with the approach to teaching and learning of the programme and were effective. The learners' completed portfolios of evidence were moderated by independent assessors in the colleges.

There were a few concerns that were raised by facilitators in relation to the assessment of the modules. Firstly, candidates were unfamiliar with the concept of a Portfolio of Evidence and needed to adapt to this. One facilitator commented that reading and responding to all the tasks conducted by the learners required too much time. She also thought that the PoE was too 'onerous and elaborate' (interview with T 25/11/09). Some of the facilitators felt that they needed more guidelines about how to assess candidates' learning.

#### **4.3.3. Candidate Support**

This was a weak area of the programme which cannot be attributed solely to the colleges as it relies strongly on the support provided by the WCED and is also affected by the approach of the principals in the schools.

The role of the mentor is critical to the CSBA blended learning approach in order to support the learner with the self-study component of the modules and the implementation of the in-school project. It was envisaged that the candidate would have a mentor at school as well as support from the District Office. However in practice not all the candidates had mentors to assist with the various modules or in the implementation of their projects. It was found that candidates who were guided by a mentor did better than those without.

The WCED District Offices are the interface between schools and the WCED. They are the primary support group for administrative development within schools. It was intended that the District Office be tasked with advocacy and a linkage role between the learners on the CSBA and the service providers delivering the CSBA course. Unfortunately this aim was not achieved. However, advocacy from the Directorate of Internal Human Capital Development is continuing and the outlook for the 2010 cohort looks very promising.

Many of the candidates did not get adequate support from their principals and senior staff members at their schools in relation to them doing the course. Some of the candidates were supported by their principals. One of these candidates said:

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<sup>12</sup> These are Financial Management, Risk Management, Human Resources Management, Facilities management, Office systems management and ICT management.

“I was very fortunate because when I started with the course and we knew what the different modules were going to be, the headmaster actually told the people, like the person that was in charge of risk and facilities and this and that – he said that I will be coming to them; I’m busy with a course and if there’s anything that I need that they need to help me” (HT, group 3).

One of the benefits of the course for SBAs was that they developed networks with other SBAs at their colleges. This helped to motivate and encourage them. Some of them worked together with their colleagues on course work which stimulated interactive learning.

#### **4.4. Outcomes of the CSBA Programme**

In evaluating the CSBA programme, a distinction is made between the outcomes and the impact of the programme. Outcomes are defined by the researchers as the relatively short-term outcomes which can be inferred about the learners’ gains in knowledge and competence. The term ‘impact’ is used in this study to refer to longer term impact on school business administration which would need to be evaluated over a longer time period (see Scriven 1991). In order to be effective in the long term, the CSBA programme needs to have an impact on school business administration. Thus it is part of the brief of this project to anticipate potential impact, identify constraining factors which may limit such an impact and make recommendations for success of the CSBA programme as part of an overall strategy to improve school business administration in the Western Cape.

Outcomes of the programme have been evaluated in terms of i) success rate of the learners; ii) what the learners gained and iii) application of learning in the work contexts of the candidates.

##### **4.4.1. The Overall Performance (success rate) of Candidates**

Performance was rated in terms of the following three categories:

###### **1 – competent**

This refers to candidates who have been assessed and found to be competent.

###### **2 – not yet competent**

Candidates that may not have presented their final case study, or presented but were found to be not yet competent, might be able to complete their PoE if some arrangement could be made.

###### **3 – dropped out**

Candidates who dropped out of the course completely.

The overall success rate was 71.6%, while participants who did not attain competency constituted 1.3% of the candidates. The drop-out rate in the course was 27%, and indicates the number of participants who dropped out before and during the course (see table below).

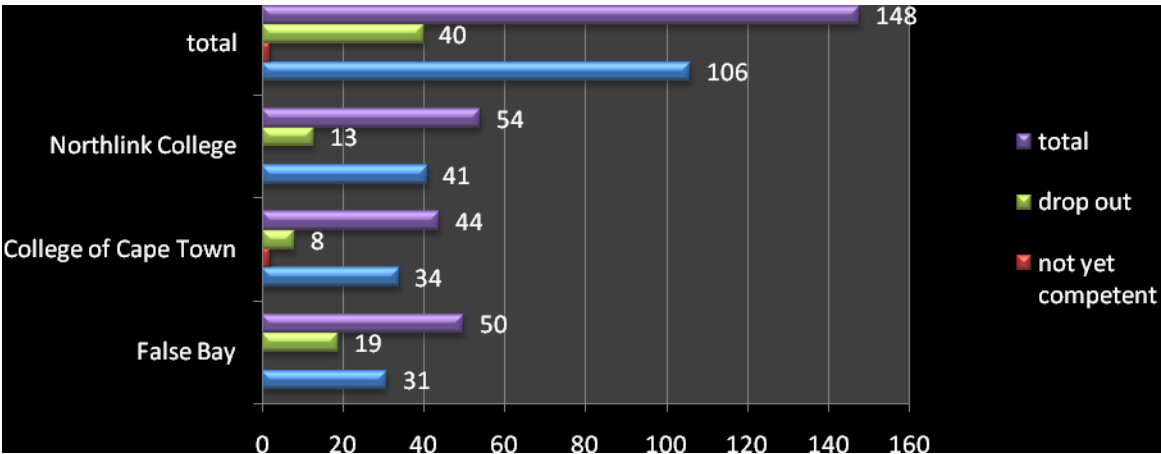
The candidates were somewhat evenly spread between the three colleges with 34% of the participants at False Bay College, 37% at Northlink College and 29% at College of Cape Town.

False Bay College had a drop-out rate of 38%, Northlink had a drop-out rate of 24% and College of Cape had 18% drop-out rate.

False Bay College candidates had a 62% competency rate compared to 76% achieved by Northlink College. College of Cape Town had a 77% competency rate (2 candidates of the college of Cape Town have a slight possibility of candidates of being deemed competent. See table below).

**Performance comparison of CSBA cohort as per FET colleges**

	False Bay	College of Cape Town	Northlink College	total	%
competent	31	34	41	106	<b>71.62</b>
not yet competent	0	2	0	2	<b>1.35</b>
drop out	19	8	13	40	<b>27.03</b>
total	50	44	54	148	100%



The high drop-out rate, particularly in terms of the participants who attended False Bay College, is a cause for concern. Focus-group sessions and telephonic interviews have indicated that the capacity of the participants to deal with the workload of the course as well as the workload at school might have been one of the primary reasons why they dropped out. Some of the learners had inadequate basic academic skills such as writing and summarizing skills. Many of the learners felt that they did not get sufficient support from their schools, while others had difficulty finding and setting up a relationship with a mentor. Issues around transport to and from the FET College venue were also raised. In addition, some individuals may not have had long-term career plans with the WCED, others took ill, had family bereavements or may have been occupied by personal issues and thus dropped out for reasons that were unrelated to the CSBA course.

Specific reasons mentioned by candidates included:

- “The school did not afford enough support and access to information and other resources needed”;
- “The principal is not open to change”;
- “Not having a mentor”;
- “The volume of work was too much especially because of the work overload at school”;



“The school structures were not in place that have to be in place for a course like this”;

“People at school do not understand the project and therefore it is difficult to make the necessary changes”;

“It was difficult to motivate all the different departments to work together on a project”.

#### **4.4.2. What Learners Gained**

The effectiveness of the programme needs to be measured against the goals which the programme set out to achieve. These were stated as:

- 1) competence in generic school business administration relating to their professional role and the changing context in which they work.
- 2) functional competence relating to specific areas of operational responsibility, e.g. financial management, office systems management, etc.

A basic source of data indicating to what extent this was achieved is the results of the learners as assessed through the FET colleges concerned. The knowledge and competence of the learners was assessed through their demonstration of what they had learned, through the tasks in the Portfolio of Evidence, the case study and other requirements of the programme. The in-school project provided an opportunity for the learners to apply what they had learned and to demonstrate their actual competence to a greater degree. The evaluation of whether these goals were achieved needs to be informed by the assessment and quality assurance system of the colleges themselves. This data was supplemented by qualitative and quantitative data giving insight into learners' perceptions of what they had learned. Learners' reported on their own perceptions of the extent their knowledge and confidence had increased through the 'know-con' questionnaire. More in-depth data on learners' perceptions of what they learned from the programme was elicited through interviews and focus group discussions.

In focus group interviews, candidates who had completed the programme said that they had found the course extremely valuable, informative and of a high quality. The following ideas expressed by one of the candidates was shared by most of the candidates who participated in the focus group discussion.

The programme itself was highly informative in terms of the roles and the responsibilities of the school business administrator or school business manager: “... [It] has broadened my knowledge of the school administration and management so much that when I came from the course I came with a lot of ideas I want to say to the principal.” (PQ #2)

Commenting on the way the course was run, he said:

“The course was programmed in a way that we learn in your environment, so you look at the things that you do and you go to the book, the workbook and you learn how to do it correctly. And we find that there are a lot of administrative errors that are done at the schools [agreement]. I think mostly it's because of ignorance or maybe limited ability, skills on how to do that.” (PQ#2)

In terms of functional competence the research found that learners did gain knowledge which was increasing their functional competence in there areas of responsibility, but ability to apply this knowledge has varied depending on the school context and to what extent it has been enabling or constraining.

The functional competence relates to specific areas of operational responsibility in school business management. It represents the functional competence required of effective and efficient SBAs: risk management, financial management, human resources management, facilities management, office systems management and ICT management.

The competence in generic school business management relates to the professional role of school business administrators in the changing context in which they work. This is a competence in generic leadership, management and administration.

Generic competence is more difficult to measure. Nevertheless, it was found that the SBAs who were interviewed in the focus group discussions had been developing more awareness about the management and leadership roles which some of them were already playing in their schools. Furthermore they were developing awareness about the *potential* role that they could play in carrying more of the management and leadership responsibilities in the school.

It appears that candidates learned more than just knowledge and skills in particular areas, but were given the opportunity to understanding their work within the bigger picture of school business management. One of the SBAs said:

“Doing this course opened new horizons for me. It showed me various aspects in which I could make a contribution. Although my principal saw it as a self-enrichment course I did to enrich myself, I think after all I came to the conclusion that we are there for the effective running of a school. The educators and the principal should concentrate on education and we are there for the business running as effective as possible.” (LT #2)

Another SBA explained that the course gave her the background knowledge to understand why certain tasks need to be done in a certain way, for example why there were certain procedures for financial management:

“The course was very relevant in the way that it opened up my eyes on the background to the environment that I work in, what I need to know in order to be able to do the job. Especially on finance, it really gave me the ‘whys’ and why I’m doing things in a certain way, really giving more information on that.” (LM #3)

Some of the SBAs broadened their understanding of the educational context generally and its relation to school business administration (not intentionally an objective of the course).

One of the SBAs explained how doing the course had expanded her knowledge of conditions in other schools in Cape Town. She said:

“I used to say, ooh, our school is in a poor environment and nobody’s working and most of the parents are at home. But from doing the course I realised that] there are schools that have feeding schemes, we don’t have that. I don’t think there’s a need for it. If I think back of the 10 years I’ve been there, one or two children came in and said they don’t have food.” (DV #2)

Learners also benefited from the interchange between SBAs from poor and from privileged schools who were doing the programme in that they developed more insight into the realities in these different schools and the ways in which school business administration was organized.

The knowledge and functional competence in specific areas which were gained by the SBAs is discussed in relation to their comments on what they were able to apply in the workplace.

#### 4.4.3. Application of Learning in the Work Context

There is much evidence of the candidates applying the knowledge that they gained in the course in their school contexts. The most obvious examples are in the in-school projects, where the SBAs used knowledge from various modules in planning and implementing a project.

The SBAs mentioned a number of examples of knowledge and skills that they'd learned from the course. For example in the area of Finance Management, the candidates learned about ways of saving money for their school. As DR said:

"...because I've learned in CSBA through projects to look differently at some things. So, ja, we've got the knowledge now; you can make a saving. You can make a saving on purchases – the way you purchase textbooks, the suppliers you approach– you can make a lot of savings." (DR #1)

DR was an Administration Development Advisor (ADA) and he reported that he had saved a lot of money by reducing the number of rubbish bins in the schools that he was responsible for.

Another area of work which the SBAs mentioned was Human Resources Management. PC, one of the SBAs said:

"[Before doing the course] I never knew how to like put the contract on the table, but through the whole procedure I know now how to put the contract on table for the school to use, to employ people from the community. So that for me was very relevant." (PC #1)

A number of the SBAs said that doing the course had made them aware of the importance of policies on issues such as finance, risk, HR and ICT. They had also been informed about the type of content which policies should contain, so they were able to help to design policies or to review school policies that were inadequate. One of the SBAs spoke about how she had shared the materials on policies and other aspects of the course with her principal. She said:

"He was very excited about this and all the stuff that we do in Annalie's class. I put it on a [memory] stick for him and he take it with, it's useful." (DK #3)

One of the SBAs mentioned that he had improved his time management skills through doing the course. He said:

"Normally you come to school – you know there's work that's from yesterday still waiting for you. And what I've really found helping on this course was to get yourself an office where you do the finance, you are separate, you're apart, away from all the learners so that you can do your work; to have a diary that you work from and keep the diary to date, organise your workload. Because sometimes you are so fully loaded and if you don't have that diary to organise your work for the day and for tomorrow then you're starting to get behind with your work." (PC #1)

One of the modules which had a great impact on the SBAs was the risk management module. From what SBAs communicated in focus group interviews, it seemed that fire safety procedures were inadequate in many of the schools. Doing the risk management course made them aware of the type of policies and practices that should be in place to keep the school safe from fire. It also gave them guidelines about how to implement fire safety procedures in schools.

One of the SBAs commented about the impact that doing the module had on his contribution to fire safety at the school. He said:

“All the information is here. You contact the fire station to ask them when they are available to have these drills or to give the school some, how the procedure works. But you have constantly to remind them – so I see that to me it’s relevant because you actually keep the school in check to have these procedures every term or every year. But, you know, to be reminded constantly, the school never adhere to that. And to me, if I wasn’t on this course I wouldn’t have known to keep the school on its toes when it comes to the fire drills, when it comes to the risk at school.” (PC #1)

Another SBA said that at her school the fire alarm had not been working for years. The staff and the learners had never had a fire drill. She said that straight after doing the risk management module on the course, she asked one of her colleagues:

“Listen, is the bell working? Did you ever in your time have a fire drill, smoke cushions and everything?” When she found out that the fire alarm didn’t work, she phoned the alarm company. She said:

“So once again I phoned, I said – just come and repair the alarm. And the two of us went personally to Goodwood to ask them to come out to the school with the smoke machines and everything to give us a demonstration.” [FA #1]

## 5. Findings and recommendations

### 5.1. Challenges experienced by CSBA candidates

Many of the challenges that the CSBA candidates experienced with their studies have been discussed in the Evaluation section of this report or emerged during the case studies. Among the challenges were the difficulty of studying while working, the heavy workload of the programme, the challenges of independent learning, lack of mentoring and practical issues such as difficulty with transport.

This section discusses some of the challenges that SBAs experienced when trying to apply what they had learned in the programme.

Many of the SBAs who participated in the focus group discussion found that they had learned a lot from the programme and were inspired to implement new ideas. However they were often constrained from making the type of contribution that they now could by the hierarchical relationships in the school and their low status. One of the SBAs said:

“I find it difficult to influence the decision-making, because you know that the way our schools are organised, it’s a trickle-down approach in terms of decision-making. Because you as an admin clerk, you are there at the bottom and the decision are from the top to the bottom; from the SMT to the bottom. Then you are pregnant with the ideas you want to implement because you are fresh from the college, you know, you’ve made the research, you know what is it that is not going right in terms of the administration and the management of the school – you have that information. But it’s difficult to actually implement that information because of the position that you are in.” (PQ #2)

There was a common theme of SBAs feeling a strong sense of responsibility to contribute to improving the school. They had become aware of ‘best practice’ models of how to administer and manage school processes, but in most cases they didn’t have authority to share their ideas and influence other role-players such as the principal and staff in management positions. Thus they felt responsibility without authority which led to them feeling powerless. This was particularly marked in relation to issues of safety and security at school.

One of the SBAs said:

“Our school is in this gangsterism area, violence is a daily routine that we live. You sit or you stand and the kids are still busy and there’s guns all over. Then it’s up to me as the secretary to see that everybody is safe. I must take the responsibility and run outside and check and bring the children back in their classes.” (RM #2)

However, in many cases the SBAs did not feel empowered to contribute to planning and decision-making on the SGB in relation to safety and risk management.

SBAs recommended that the WCED should do more to educate other role-players in the schools about the training of the SBAs and the expanded role for which they were being trained. For example it was suggested that WCED should send a circular to the schools to inform them of this generally and also inform school staff formally about individuals who were doing the programme. There was clearly a need for advocacy about the crucial role that SBAs were playing in schools and the need for SBAs to be trained to take on management roles. Once again this is captured by the SBA, PQ, who said:

“The concept of the school business management, it’s not marketed to the school community – it’s only the principal maybe and the management team that knows PQ has been doing this course. ... the idea of school business management – it’s not correctly communicated with the school down to the whole school community, so that the concept

can be embraced by the entire school community. Hence you find out that some people are resisting it at schools.” (PQ # 2)

Many of the SBAs were on the SGB either as secretary to the SGB or as a representative of the non-teaching staff. Some of them performed a purely administrative role and others were able to contribute to discussions and contribute to decision-making. SBAs tended to be active on the committees of the SGBs. For example finance officers were active on the finance committees, but their roles varied from doing the technical aspects of administering the finances to strategic financial management, planning the budget and raising additional funds for the school.

Few of the SBAs were on the School Management Team (SMT). One of the SBAs who worked closely with the principal and had a lot of responsibility in the running of the school had become a member of the SMT. She said that she still experienced resistance from some of the SMT members who made comments such as, ‘What is Mrs A doing here, you can see she’s just an admin clerk?’ (FA #1)

The findings of the research project have been that the CSBA has been effective in capacity building of the SBAs who completed the programme and were deemed competent. The content of the programme and knowledge areas that it covered were relevant to SBAs’ current needs. Furthermore they were exposed to information about schools business management which ‘opened their minds’ to ways in which schools could be run more efficiently and to the role that the school business administrator could play.

## **5.2. Recommendations for improvement of CSBA programme**

Some of the recommendations have been embedded in the concluding section of the study below and will not be repeated here. In considering our recommendations, we have divided them into two groups, but they are presented in no particular order of importance or priority. In the interests of cogency, we have not repeated the arguments or motivations for the recommendations, most of which appear contextually elsewhere in the report.

### **5.2.1. Improvements to the programme**

- ◆ Facilitators should be exposed to the working conditions in the schools before presenting the course. The insights gained should be incorporated into the course content and presentation. However, facilitators who facilitated the pilot course are quite competent through have learnt from their experience in the pilot programme.
- ◆ An instrument such as a pre-qualification test should be developed that assesses the candidates readiness to participate in the course, before the person is accepted. Those that fail to make the mark should be assisted by the ADAs to develop towards readiness.
- ◆ All ADAs should be made aware of the course content and the workload involved, and should be encouraged to liaise and mediate tensions between the school’s principal, SMT and the candidate, should the need arise.
- ◆ All principals should be compelled to attend a conference on school business administration and the CSBA, to enable them to understand and to champion the course.
- ◆ An exit interview should be conducted with every failed participant, and the data analysed, to develop better throughput strategies.

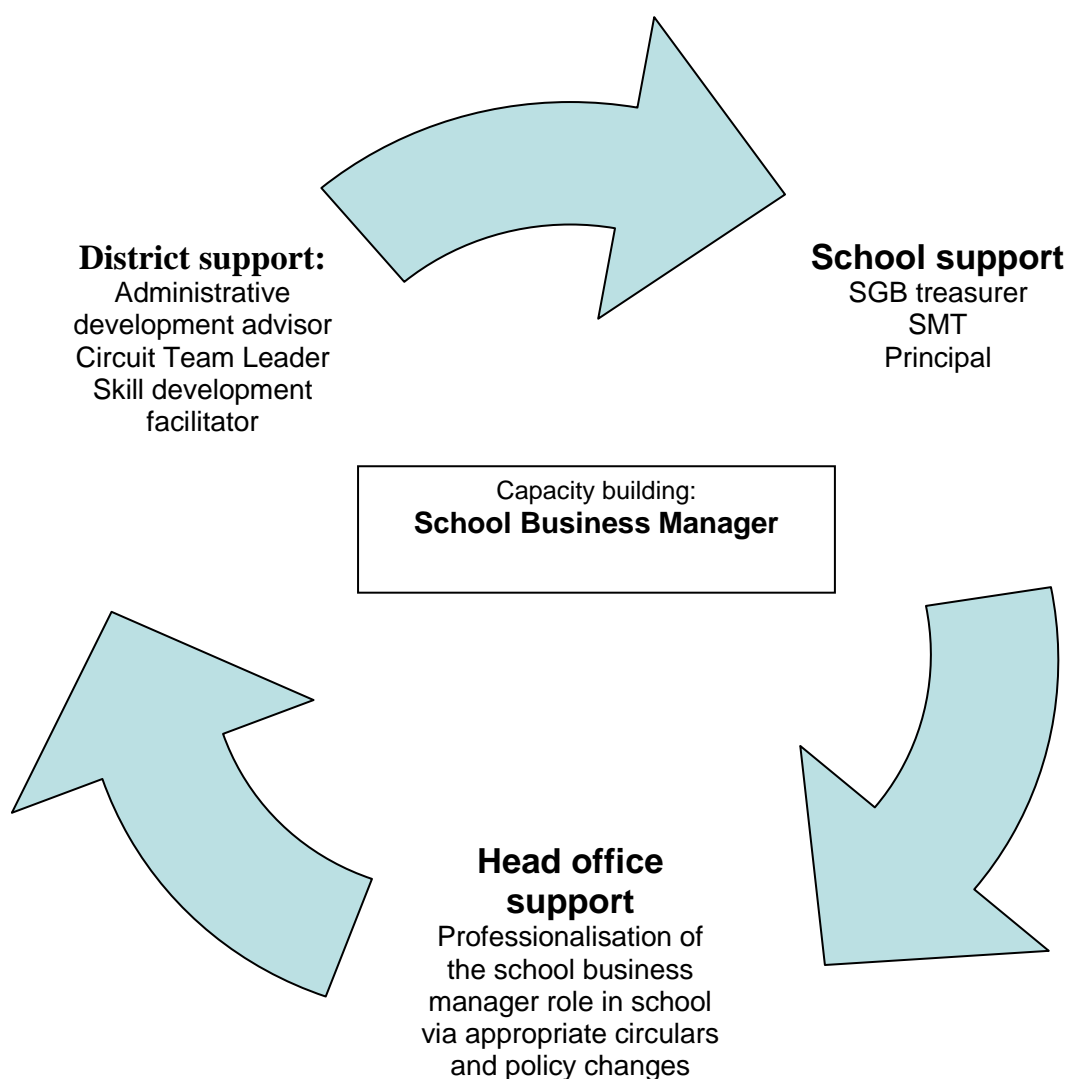
- ◆ The CSBA course material and language of presentation should be reviewed against current assumptions about participants' academic readiness, language competency, emotional intelligence, technology literacy and research skill. Adjustments should be made where necessary.
- ◆ No candidate should be allowed to attend the course unless the relevant principal and/or ADA guarantees that s/he has adequate access to the internet, email and a computer.
- ◆ No candidate should be allowed to attend the course unless the SGB has approved it, and has minuted the nature and extent of the support the school will offer the candidate.
- ◆ Candidates receiving a bursary should be contractually bound to repay the money if s/he drops out of the course, unless documentation is provided of a compelling personal or medical problem. Lesser issues such as transport difficulty or workload at school are not sufficient reasons for not completing the course. Policy should also be developed to accommodate fair labour practice aspects relevant to the course (e.g. a policy on re-admittance in the event of dropping out or failure; leave of absence for study or research, etc).
- ◆ Wherever possible, the class groups should be mixed with regard to quintile, class, culture and other factors, and the course design should be adapted to allow more structured cross-pollination of ideas and experiences across these lines. This will also assist participants to understand themselves within the context of an emerging profession.
- ◆ While mindful of the inherent contradictions and the potential risks to the WCED as an employer, the WCED could liaise with representative bodies of public sector employees to encourage the establishment of a professional body to represent the (non-labour) interests of school business administrators. Perhaps stakeholders could also investigate the feasibility of SBAs voluntarily joining established generic professional management associations.

### **5.2.2. Recommendations for further investigation**

- ◆ A more comprehensive baseline study, incorporating a survey of the province-wide body of practitioners in the field of school administration at public schools should be commissioned to fill the gaps in available data. Such a study should be conducted with the WCED regional management playing a strong advocacy role and ensuring that there is a high degree of returns (of data).
- ◆ Given the paucity of literature on the subject, a study should be commissioned by the WCED that illuminates the complex relationships and roles of all job categories involved in school administration, management and leadership of public schools. Such a study will not only guide the further development of the CSBA, but will help the WCED to understand what training interventions are required at other levels (such as the principal and heads of department), in order for the school to become an optimally managed organisation.
- ◆ It is manifest that training every school administrator in the CSBA would unleash a sea-change in the level of efficiency of schools, and lead to massive gains in both the management of resources and the improvement of teaching. As the goals for the improvement of learning and teaching have been defined nationally as achievable by 2013, urgent and serious consideration should be given to developing a model that will allow the roll out of the CSBA on a much larger scale over a similar timeframe.

### ◆ 5.3. A Working Model

In this model we need the following:



#### **Improvements and support at the Head Office level**

The WCED Head Office should urge schools to send their school administrator to do the CSBA course. This should be included in their school improvement plan. It could also be seen as part of the process of the school becoming a section 21 school.

The WCED Head Office should recommend that those school administrators that have completed the CSBA should be invited to participate on the SMT and be allowed to take on more responsibility –if they so wish- to relieve the principal and the SMT to focus on the teaching and learning and assessment.

The role of the school business administrator should be professionalised and awarded appropriate status either through job enlargement of the existing school administrator or via the creation of a new post of school business manager.



Salaries and salary levels should be commensurate with the elevation in status and responsibility of the school business administrator's position.

### **Improvements at the district level**

The relationship between the ADA and the school administrators in the district should be strengthened.

The skills facilitator should also work closely with the school administrators to provide them with ongoing training.

The circuit team leaders should actively promote the professionalising of the school administrator role.

The CSBA training offered by the FET college should receive input from stakeholders, such as principals, ADAs, the circuit team leader and corporate services before and after every cohort.

### **Improvement and development at the school level**

The principal and the SMT should be encouraged by the WCED Head Office to delegate more responsibilities to the school administrators, preceded by a process of advocacy and education regarding the role, so as to optimise buy-in and minimise resistance to change.

## Appendix 1

### Baseline study survey data

Chart 1 Type of school

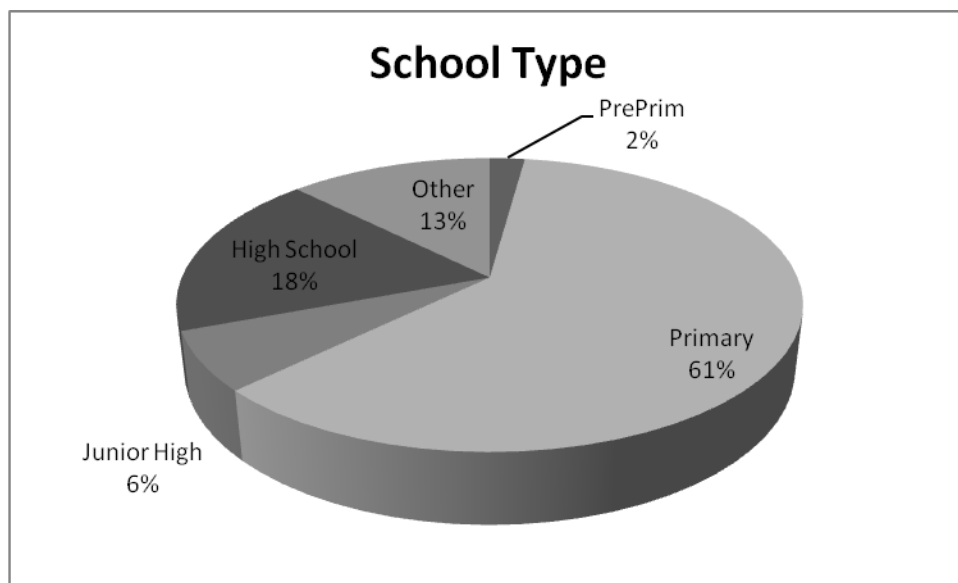
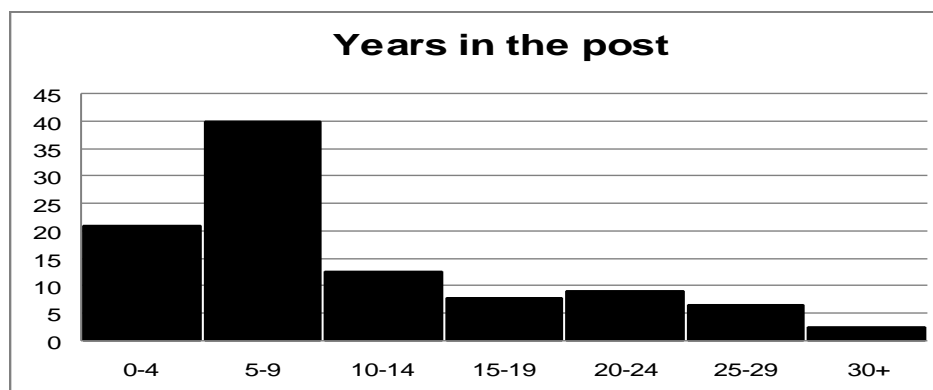


Table 1 Descriptive of the schools

	N	Minimum	Maximum	Mean	Std. Deviation
Teachers	238	0	73	27.19	11.458
Support Staff	238	0	810	9.03	52.291
Learners	237	1	2009	863.04	373.064
Valid (listwise)	N 237				

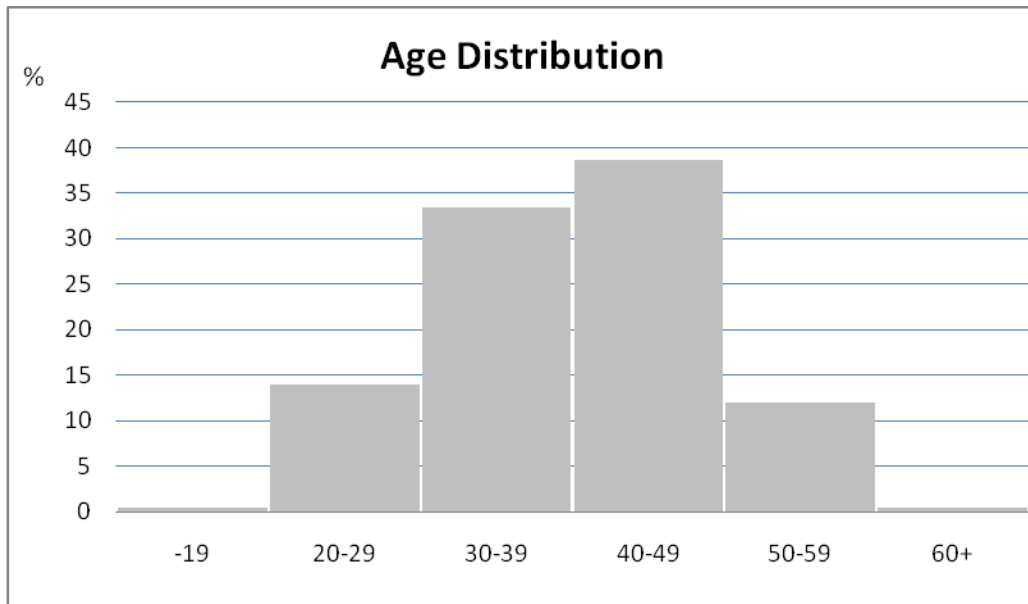
Table 2



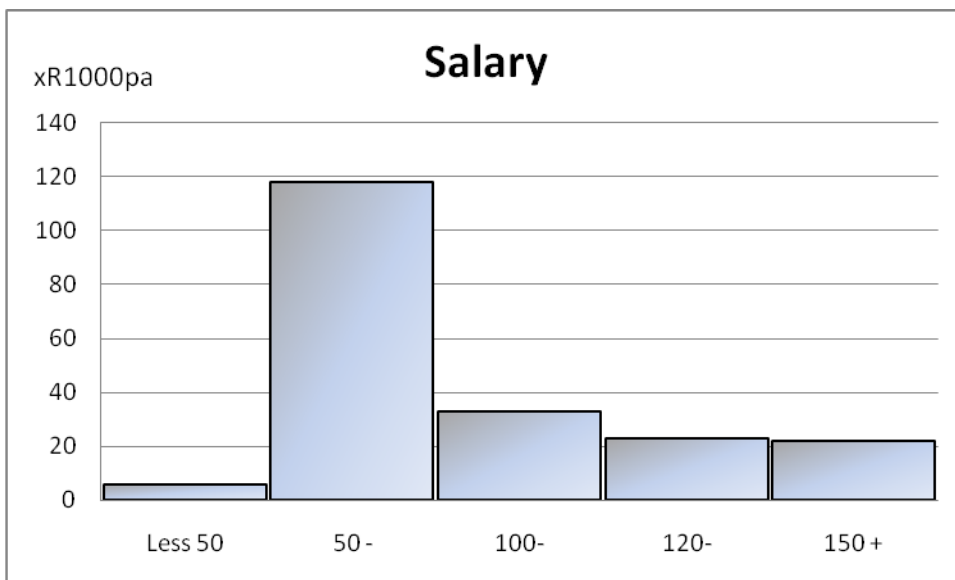
**Table 3 Age distribution of SBM (candidates)**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	-19	1	.4	.4	.4
	20-29	32	13.4	13.6	14.0
	30-39	78	32.8	33.1	47.0
	40-49	95	39.9	40.3	87.3
	50-59	30	12.6	12.7	100.0
	Total	236	99.2	100.0	
Missing	System	2	.8		
Total		238	100.0		

**Chart 2**



**Chart 3 Salary**



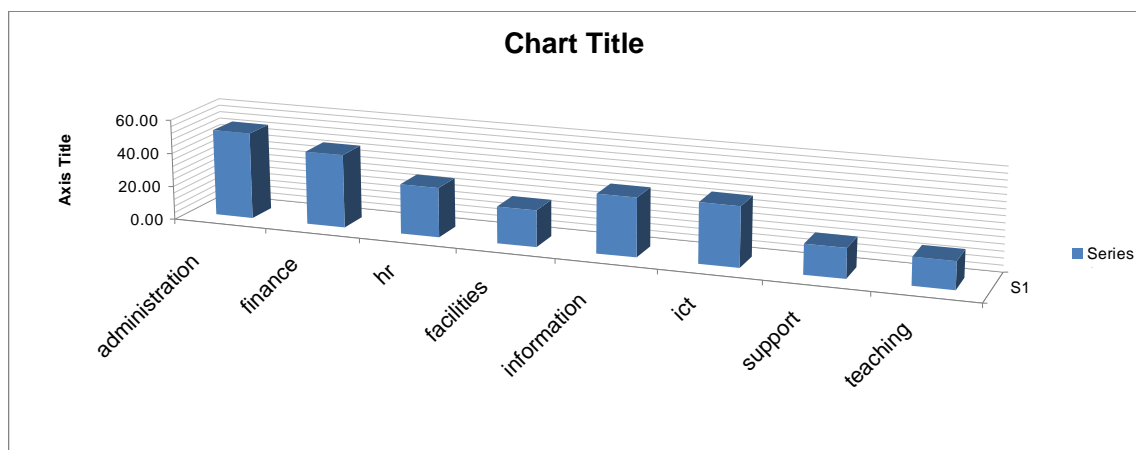
**Table 4 Areas of previous employment**

	Frequency	Percent
Government	32	13.4
Industry	11	4.6
Retail	11	4.6
Education	122	51.3
Tourism	1	.4
Forces	1	.4
Church	1	.4
Finance	37	15.5
Other	6	2.5
Total	222	93.3
Missing	16	6.7
Total	238	100.0

**Table 5 Resource management responsibilities that respondents perform themselves**

administration	finance	hr	facilities	information	ICT	support	teaching
51%	43%	29%	22%	35%	35%	18%	16%

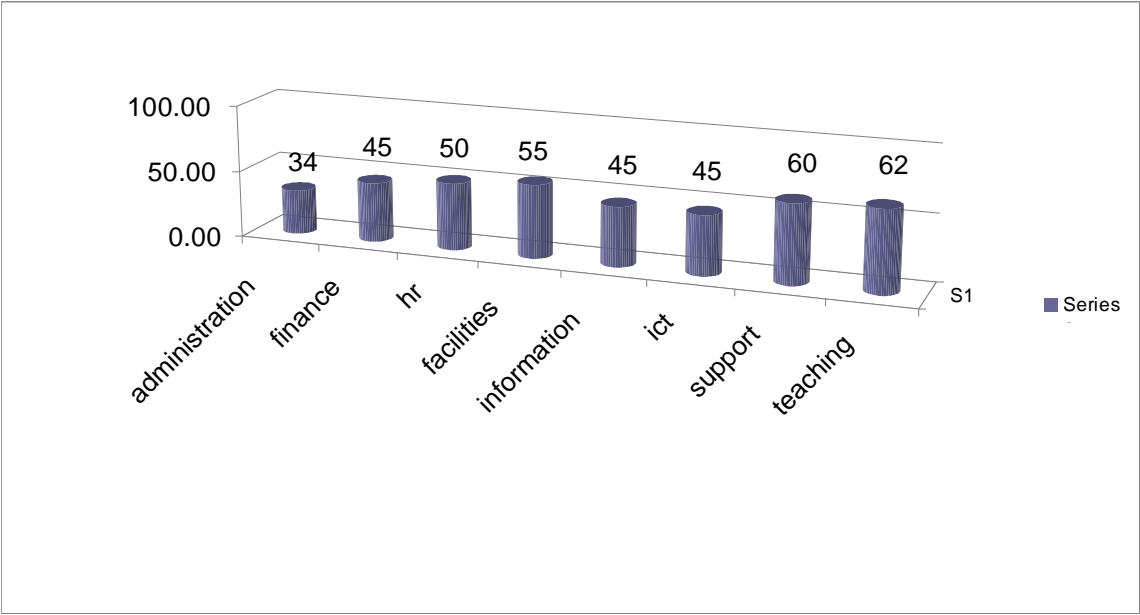
**Chart 4 Resource management responsibilities that respondents perform themselves**



**Table 6 Resource management responsibilities that a person not under the supervision of the administrator performs**

administration	finance	hr	facilities	information	ICT	support	teaching
33.50	45	50.5	55.29	45.00	45.00	59.67	61.75

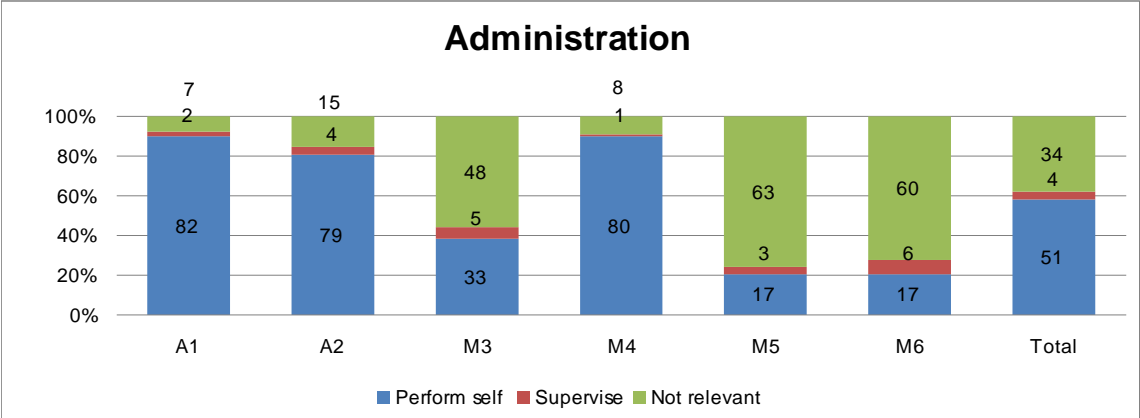
**Chart 5 Resource management responsibilities that a person not under the supervision of the administrator performs**



**Table 7 Administrative activities**

Level of operation		Perform myself	Supervise others	Another person not under my supervision performs this task
A1	A1. Prepare and produce records and returns, e.g. finance, learner, school records	82	2	7
A2	A2. Maintain learner records.	79	4	15
M3	A3. Analyse and report patterns in learner numbers and assessment results.	33	5	48
M4	A4. Manage the administrative, clerical and other support functions of the school	80	1	8
M5	A5. Manage legal, public and statutory matters.	17	3	63
M6	A6. Implement and manage change to help the school reach its goals wrt to the SIP [school improvement plan] and SDP [school development plan]	17	6	60
		<b>51.33</b>	<b>3.50</b>	<b>33.50</b>

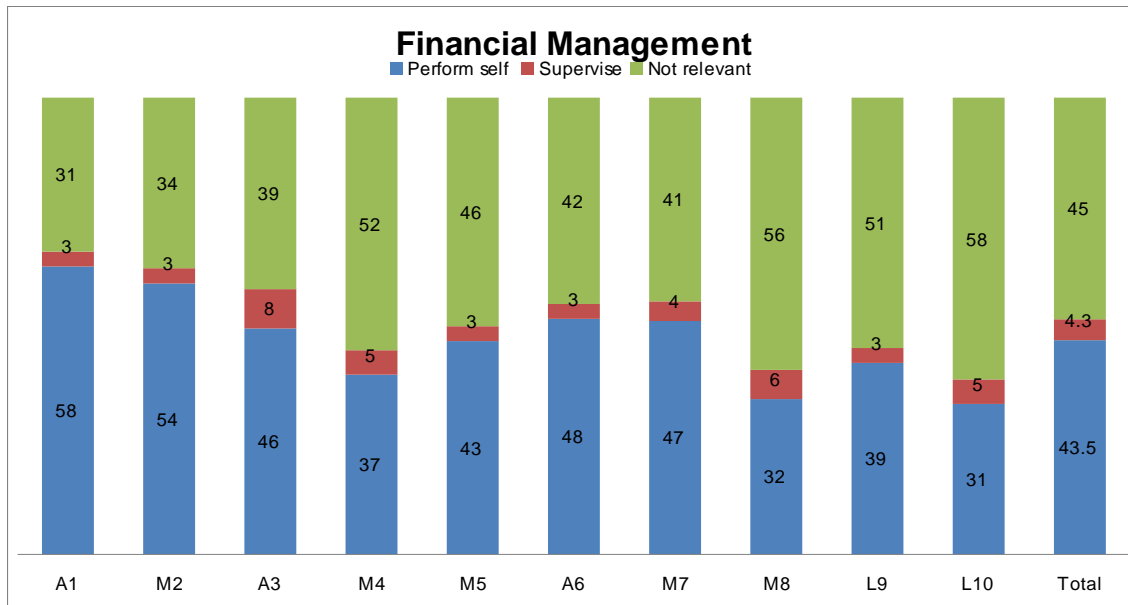
**Chart 5 Administrative activities**



**Table 8 Finance activities**

Level of operation		Perform self	Supervise	Another person not under my supervision performs this task
A1	F1. Keep accurate financial accounts.	58	3	31
M2	F2. Comply with sound principles of school finance.	54	3	34
A3	F3. Maximise income for the school through hiring of school facilities such as school hall, grounds and additional activities such as assisting with or organising fundraising	46	8	39
M4	F4. Manage the budget cycle.	37	5	52
M5	F5. Analyse costs to ensure value for money.	43	3	46
A6	F6. Report accounting, auditing and financial information	48	3	42
M7	F7. Manage cash, investments and credit control.	47	4	41
M8	F8. Evaluate and plan the budget.	32	6	56
L9	F9. Develop sound financial systems and practice	39	3	51
L10	F10. Develop financial strategy and planning.	31	5	58
Total		43.5	4.3	45

**Chart 6 Finance activities**

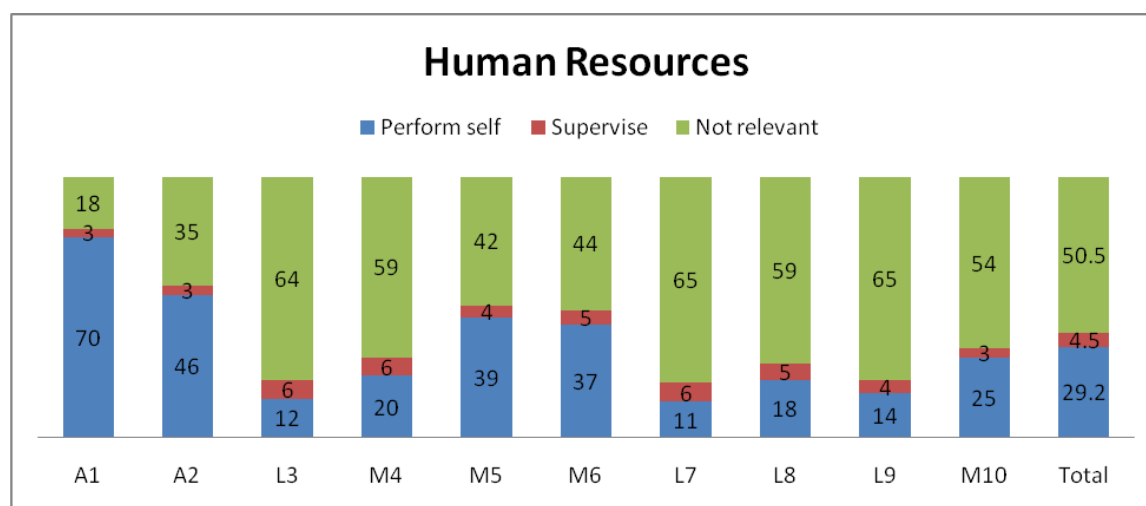


**Table 9 Human resources management**

Level of operation		Perform self %	Supervise %	Another person not under my supervision performs this task
A1	HR1. Keep accurate staff records.	70	3	18
A2	HR2. Administer staff remuneration.	46	3	35
L3	HR3. Follow clear and fair principles of recruitment, retention and discipline	12	6	64
M4	HR4. Supervise and deploy support staff	20	6	59
M5	HR5. Manage staff contracts	39	4	42
M6	HR6. Manage temporary staff.	37	5	44
L7	HR7. Appoint and induct support staff.	11	6	65
L8	HR8. Secure good labour relations through individual and collective negotiations	18	5	59
L9	HR9. Appraise and develop support staff.	14	4	65
M10	HR10. Develop good labour relations.	25	3	54

Total		29.2	4.5	50.5
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**Chart 7 Human resources management**

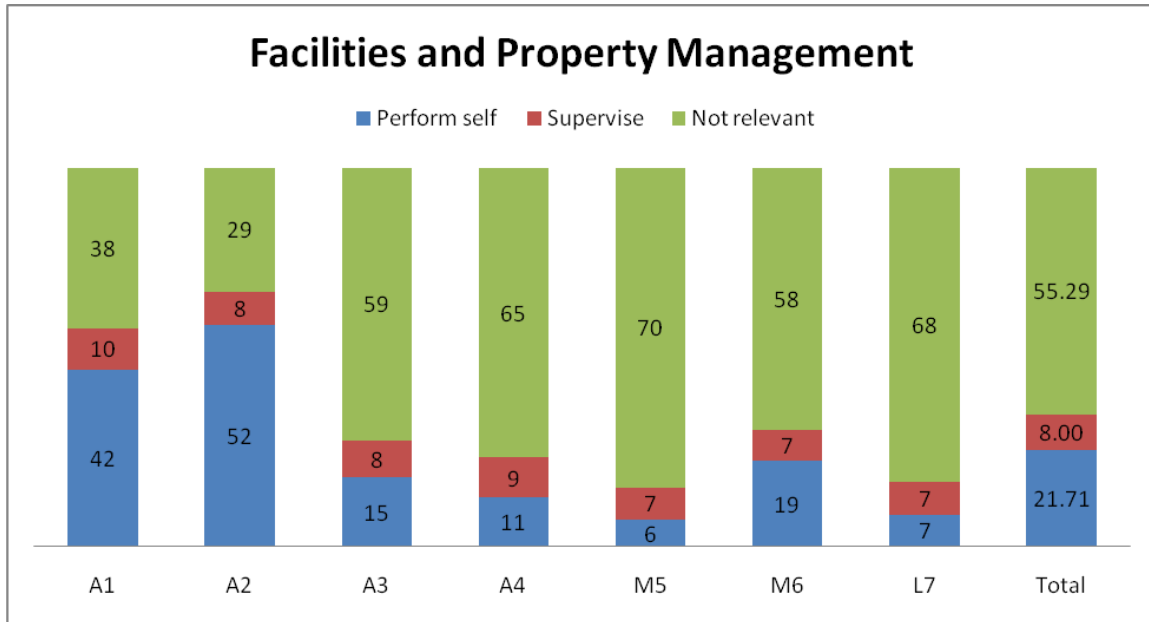


**Table 10 Facilities and property management**

Level of operation		Perform self	Supervise	Another person not under my supervision performs this task
A1	P1. Keep records of equipment, furnishings and school maintenance programmes	42	10	38
A2	P2. Ensure the continuous availability of supplies, services and equipment	52	8	29
A3	P3. Follow sound practices in school property management and grounds maintenance	15	8	59
A4	P4. Ensure the safe maintenance and operation of all buildings	11	9	65
M5	P5. Supervise planning and building/construction services	6	7	70
M6	P6. Ensure the safety of the school and its environment i.e. learners, staff and visitors or all it' s stakeholders	19	7	58
L7	P7. Establish and monitor a site security policy	7	7	68
Total		21.71	8.00	55.29



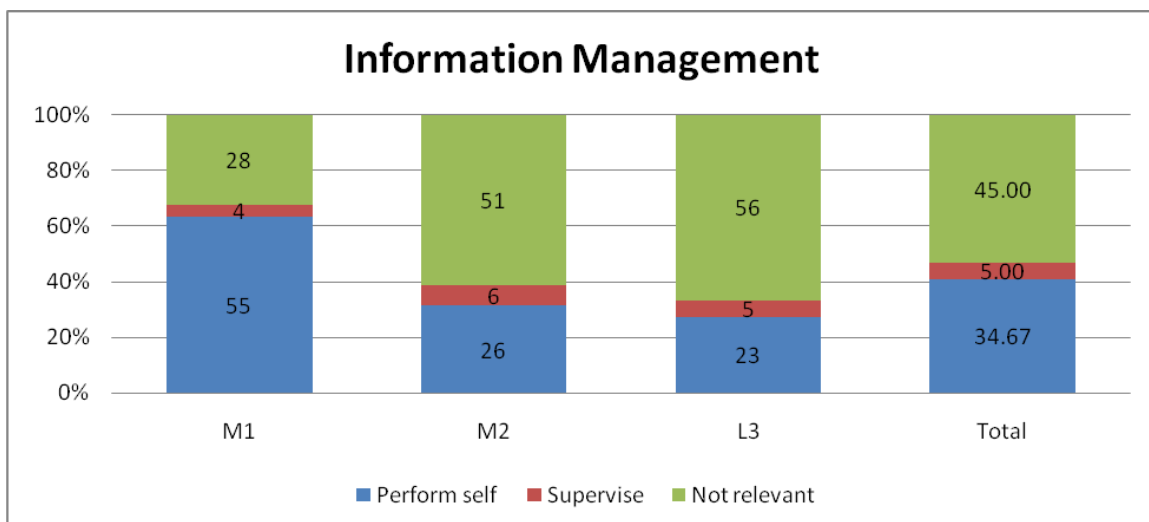
**Chart 8 Facilities and property management**



**Table 11 Information management**

Level of operation		Perform self	Supervise	Another person not under my supervision performs this task
M1	IM1. Manage information and communication systems	55	4	28
M2	IM2. Evaluate management information systems.	26	6	51
L3	IM3. Participate in strategic planning	23	5	56
Total		34.67	5.00	45.00

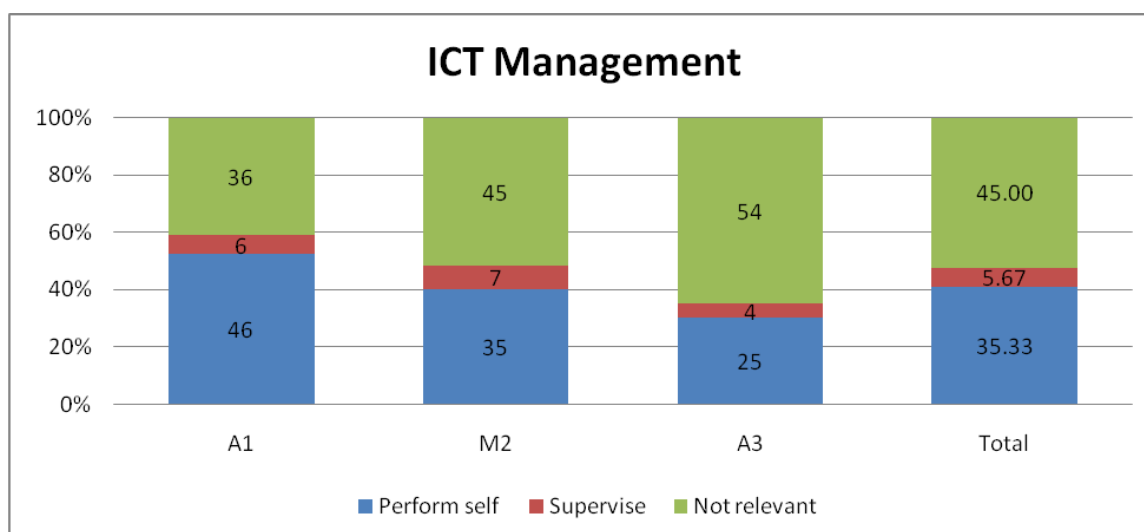
**Chart 9 Information management**



**Table 12 ICT management**

Level of operation		Perform self	Supervise	Another person not under my supervision performs this task
A1	IC1. Keep records of computer hardware and software.	46	6	36
M2	IC2. Manage maintenance of the school's computer system.	35	7	45
A3	IC3. Ensure compliance with legal requirements for ICT.	25	4	54
Total		35.33	5.67	45.00

**Chart 10 ICT management**

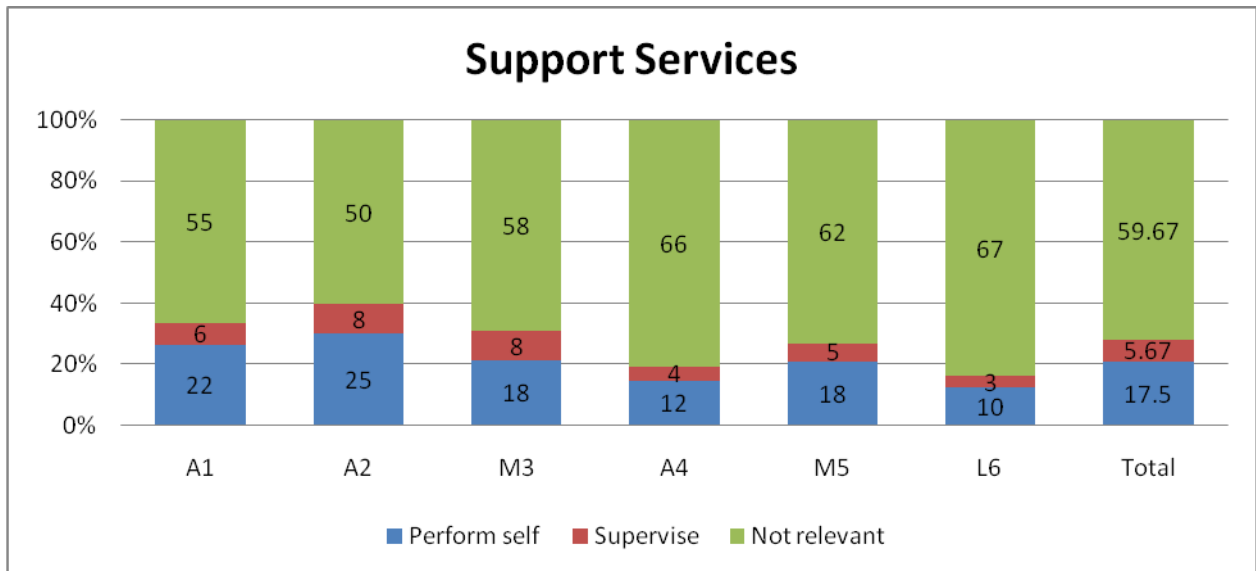


**Table 13 Support Services**

Level of operation		Perform self	Supervise	Another person not under my supervision performs this task
A1	SS1. Ensure the adequate and safe operation of school transport.	22	6	55
A2	SS2. Ensure the adequate and efficient provision of food services (e.g. tuckshop/catering)	25	8	50
M3	SS3. Manage risk or fire control, safe systems of work and medical aid.	18	8	58

A4	SS4. Ensure conformity with health and safety legislation.	12	4	66
M5	SS5. Manage school support contracts.	18	5	62
L6	SS6. Develop school support contracts	10	3	67
Total		17.5	5.67	59.67

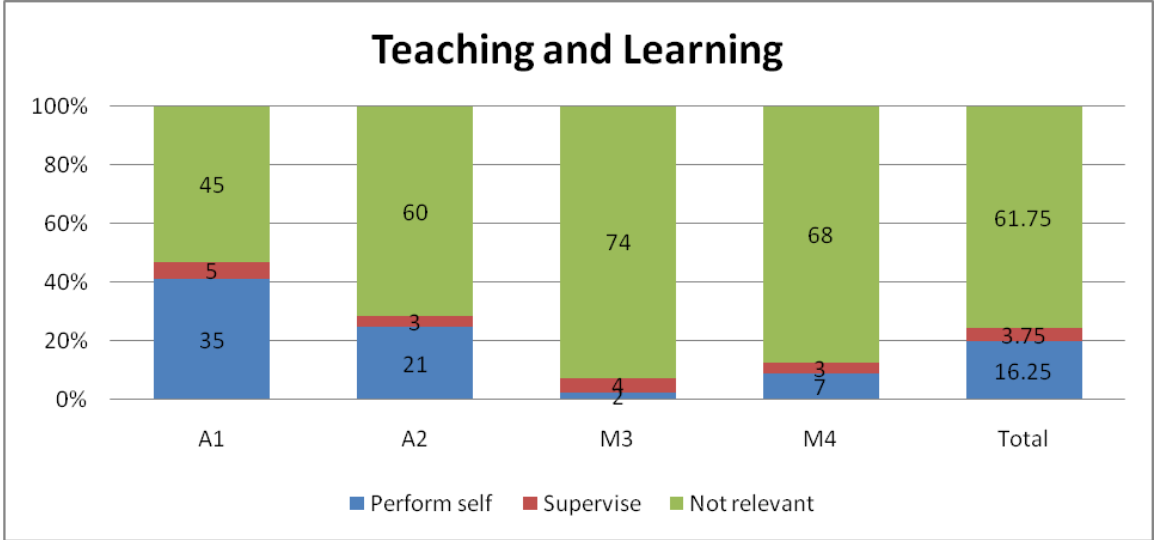
**Chart 11 Support Services**



**Table 14 Teaching and learning**

Level of operation		Perform self	Supervise	Another person not under my supervision performs this task
A1	T1. Keep accurate records of learning resources and equipment	35	5	45
A2	T2. Maintain learning resources	21	3	60
M3	T3. Explain the curriculum policy of the school	2	4	74
M4	T4. Teach learners when required.	7	3	68
Total		16.25	3.75	61.75

Chart 12 Teaching and learning



## Appendix 2

### Face-to-Face Questionnaire

The researchers needed to see the delivery of the course as it actually happened, and to observe delivery by various facilitators working for three different service providers. The brief did not involve quality assurance per se, because each provider had its own internal arrangements. The researchers felt it important, however, that sessions be observed across the range of providers. Our observations were primarily related to how the candidates found the experience, how they reacted to the materials, the facilitation and the online elements, and their preparation for assessment.

### Sample Descriptive Statistics

	<b>N</b>	<b>Percentage</b>
Male	7	17%
Female	34	83%
	41	100%
Primary Schools	24	59%
High Schools	14	34%
District Schools	3	7%
	41	100%

The sample consists of 41 candidates that completed the face-to-face questionnaire. 83% of the sample was female while 17% were male participants. 59% of the sample represented primary schools while 34% were from high schools.

A 4-point scale was used and is illustrated below to denote the level of satisfaction that candidates experienced. 'Strongly agree' (level 1) and 'agree' describes a satisfactory to high level of satisfaction. Levels 3 to 4 denote moderate to high levels of dissatisfaction. Overall satisfaction consists of functional, humanistic and mechanical dimensions of satisfaction.

#### SATISFACTION FACTORS

1 = STRONGLY AGREE

2 = AGREE

3 = DISAGREE

4 = STRONGLY DISAGREE

	<b>Mean</b>	<b>Standard Deviation</b>
Factor 1	1.39	.703
Factor 2	1.32	.567
Factor 3	1.54	.711
Factor 4	1.34	.530
Factor 5	1.56	.634
Factor 6	1.46	.596
Factor 7	1.61	.586
Factor 8	1.64	.668
Factor 9	2.10	.852

Overall, all the factors pointed to moderate to high levels of satisfaction with the course.

#### **FACTOR 1 - The training is meeting my personal career development needs**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	29	71%
2 = AGREE	9	22%
3 = DISAGREE	2	5%
4 = STRONGLY DISAGREE	1	2%

Factor 1 related to the candidates' personal career needs and 93% of the sample was satisfied with the programme. 22% of the sample indicated a basic level of satisfaction. 7% of the sample denoted high levels of dissatisfaction with the programme.

#### **FACTOR 2 - The training will make a significant contribution to my professional practice**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	30	73%
2 = AGREE	9	22%
3 = DISAGREE	2	5%
4 = STRONGLY DISAGREE	0	0%

95% of the sample was generally satisfied with the programme while 5% denoted high levels of dissatisfaction. 22% of the sample indicated a basic level of satisfaction.

### **FACTOR 3 - The training materials used were of high quality**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	23	56%
2 = AGREE	15	37%
3 = DISAGREE	2	5%
4 = STRONGLY DISAGREE	1	2%

93% of the sample rated the materials of high quality and were satisfied with the programme while 7% of the sample was dissatisfied. 37% of the sample indicated a basic level of satisfaction.

### **FACTOR 4 - The facilitators were effective in delivering the training**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	28	68%
2 = AGREE	12	29%
3 = DISAGREE	1	3%
4 = STRONGLY DISAGREE	0	0%

97% of the sample was satisfied the programme regarding effective delivery while 3% was dissatisfied. 29% of the sample indicated a basic level of satisfaction.

### **FACTOR 5 – The training was well organised**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	21	51%
2 = AGREE	17	41%
3 = DISAGREE	2	5%
4 = STRONGLY DISAGREE	1	3%

92% of the participants were satisfied with the organisation of the training while 8% was dissatisfied. 41% of the sample indicated a basic level of satisfaction.

**FACTOR 6 – The facilitators provided support and guidance to sustain the motivation and learning of the group**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	24	58%
2 = AGREE	15	37%
3 = DISAGREE	2	5%
4 = STRONGLY DISAGREE	0	0%

Factor 6 related to support and guidance from the facilitators and 95% were satisfied while 5% were dissatisfied. 37% of the sample indicated a basic level of satisfaction.

**FACTOR 7 – The venue was fit for the purpose**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	18	44%
2 = AGREE	21	50%
3 = DISAGREE	2	5%
4 = STRONGLY DISAGREE	0	0%

Factor 7 related to the venue and 94% of the sample was satisfied with the venue while 5% indicated high levels of dissatisfaction. 50% of the sample indicated a basic level of satisfaction.

**FACTOR 8 – There were effective administrative arrangements prior to the face-to-face session**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	17	41%
2 = AGREE	20	49%
3 = DISAGREE	3	7%
4 = STRONGLY DISAGREE	1	3%

90% of the sample was satisfied with the administrative arrangements while 10% of the sample was dissatisfied with administrative arrangements. 49% of the sample indicated a basic level of satisfaction.



**FACTOR 9 = The online training on talk2learn (The Working Manager) was led effectively**

	<b>N</b>	<b>Percentage</b>
1 = STRONGLY AGREE	8	20%
2 = AGREE	22	54%
3 = DISAGREE	4	10%
4 = STRONGLY DISAGREE	4	10%
5 = no response	3	6%

74% of the sample was satisfied with the on-line training programme while 20% of the sample was dissatisfied with administrative arrangements. 54% of the sample indicated a basic level of satisfaction.

## Appendix 3

### Knowledge and Confidence Questionnaire

A selection of CSBA candidates were surveyed in February 2010 after they had completed the CSBA. In order to measure the outcome of the CSBA programme on the candidates and how they perceived their knowledge and confidence had increased in key course areas, the 'KnoCon' questionnaire was used, which was adapted to the South African context. A post-CSBA test is important so that whether the course has achieved the outcomes as envisaged by the WCED can be measured.

#### Objectives of KnoCon

Comparisons of mean scores for each of the 19 items allowed us to identify:

- areas where SBAs felt knowledgeable and those where they felt less secure;
- particular topics they felt more confident or less confident about;
- how candidates feel about the areas in which the CSBA improved their knowledge as well as the topics and areas that they felt confident in.

The questionnaire asked candidates to indicate their perceived level of knowledge and confidence on 19 items taken from key aspects of the course materials. The reason for surveying both knowledge and confidence is that research studies have shown that there is a greater chance that knowledge will be practiced or implemented if along with the knowledge acquisition research subjects also gain confidence in the knowledge acquired (Hulscher et al 1997; Cains and Brown, 1996).

#### Data analysis

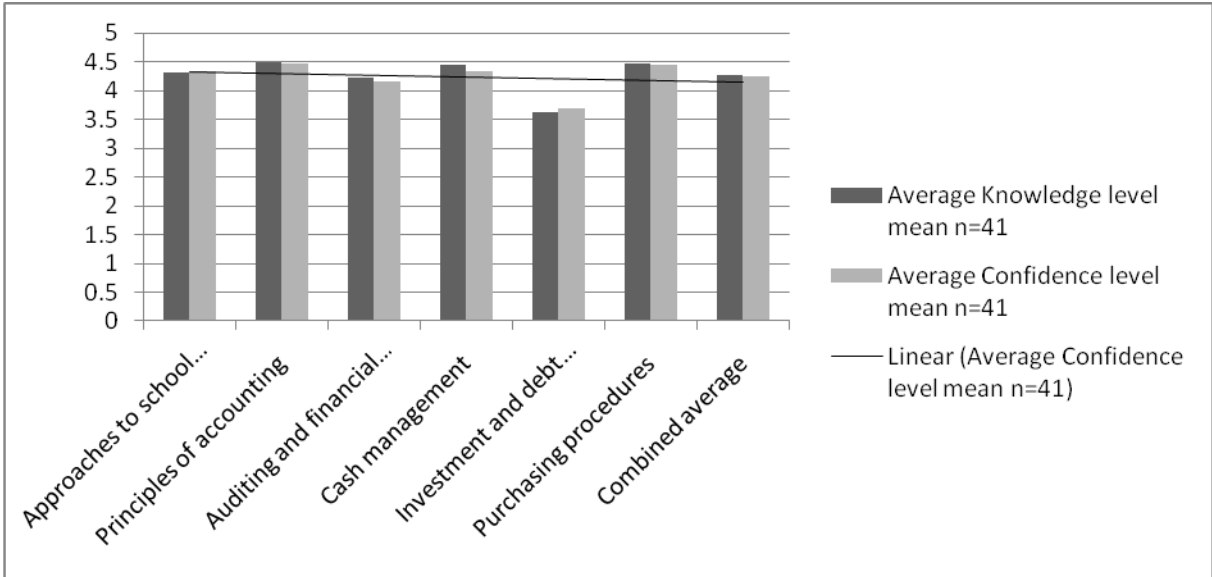
##### Means comparison

A six-point Likert scale was used to measure the level of knowledge and confidence of the 19 dimensions. 1 to 3 represented moderately low to low levels of knowledge and confidence while 4 to 6 represented moderately high to high levels of knowledge and confidence.

**Table 1: Level of Financial Management Knowledge**

<b>Financial Management</b>		
	Average Knowledge level mean n=41	Average Confidence level mean n=41
<b>Approaches to school budgeting</b>	4.32	4.34
<b>Principles of accounting</b>	4.49	4.46
<b>Auditing and financial reporting</b>	4.22	4.15
<b>Cash management</b>	4.44	4.34
<b>Investment and debt management</b>	3.63	3.68
<b>Purchasing procedures</b>	4.46	4.44
<b>Combined average</b>	4.26	4.24

**Figure 1: Graphic illustration of Financial Management**

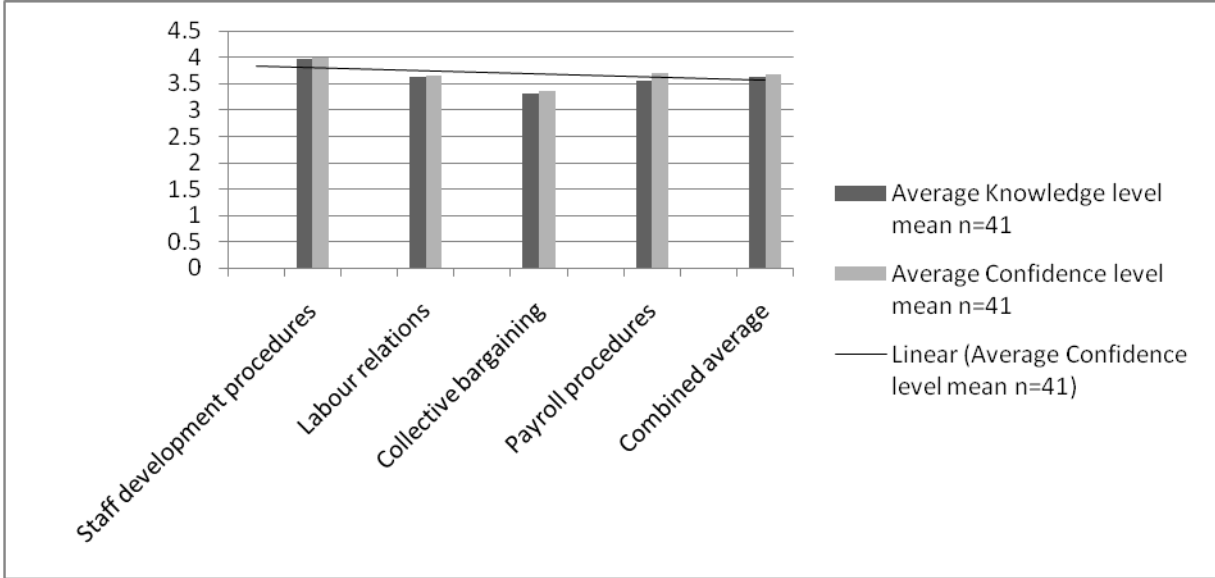


The level of knowledge relating to Financial Management was composed of 7 items and was measured on a 6-point Likert scale. The average knowledge level was 4.26 compared to 4.24 related to average confidence. The highest average in relating to level of knowledge in Financial Management was Principles of Accounting ( $\mu = 4.49$ ,  $n = 41$ ) compared to the lowest average which was 3.63 for Investment and Debt Management. The highest average confidence level was 4.46 for Principles of Accounting and the lowest average was 3.68 for Investment and Debt Management. The overall mean for the level of knowledge of Financial Management was 4.26 and 4.24 which is regarded as moderately high levels of knowledge and confidence. Figure 1 also indicates that Investment and Debt Management was lower than the combined average implying that further development is needed in this area.

**Table 2: Level of Knowledge of Human Resources**

Human Resources Management	Average Knowledge level mean n=41	Average Confidence level mean n=41
Staff development procedures	3.98	4
Labour relations	3.63	3.66
Collective bargaining	3.32	3.37
Payroll procedures	3.56	3.71
Combined average	3.62	3.68

**Figure 2: Graphic illustration of Human Resources**

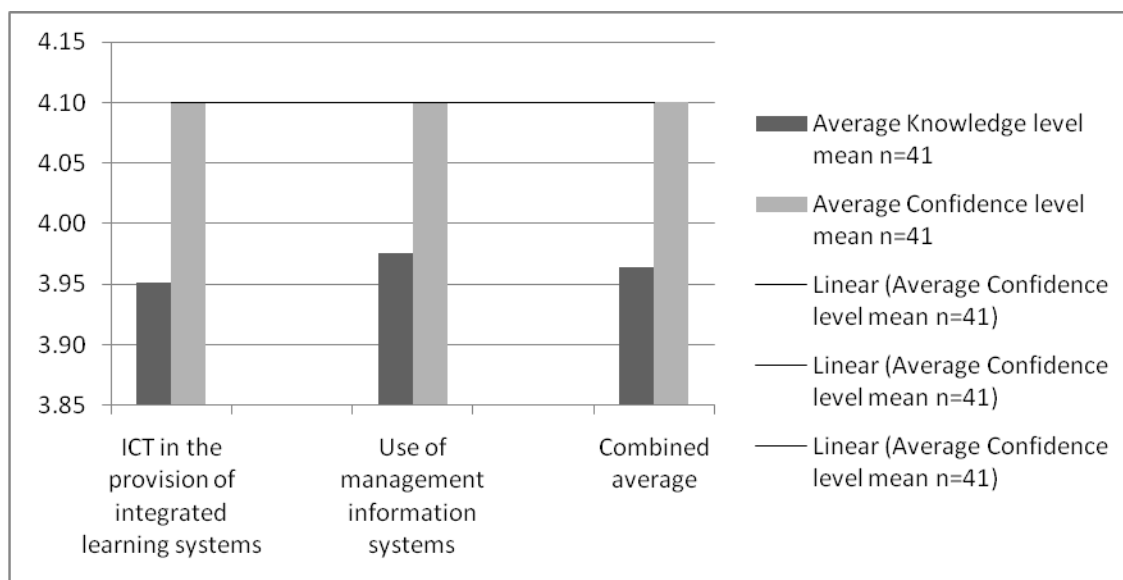


The level of knowledge relating to Human Resources Management was composed of 5 items and was measured on a 6-point Likert scale. The average knowledge level was 3.62 compared to 3.68 related to average confidence. The highest average in relating to level of knowledge in Human Resources Management was Staff Development Procedures ( $\mu = .98, n = 41$ ) compared to the lowest average which was 3.32 for Collective Bargaining. The highest average confidence level was 4 for Staff Development Procedures and the lowest average was 3.37 for Collective Bargaining. The overall mean for the level of knowledge of Human Resources Management was 3.62 and 3.68 which is regarded as moderately low levels of knowledge and confidence. Figure 2 indicates that the candidates rated moderately low on collective bargaining compared to the combined average.

**Table 3: Level of Knowledge of IT and ICT**

Information and Communications Technology		
	Average Knowledge level mean n=41	Average Confidence level mean n=41
ICT in the provision of integrated learning systems	3.95	4.10
Use of management information systems	3.98	4.10
Combined average	3.96	4.10

**Figure 3: Graphic illustration of IT and ICT**

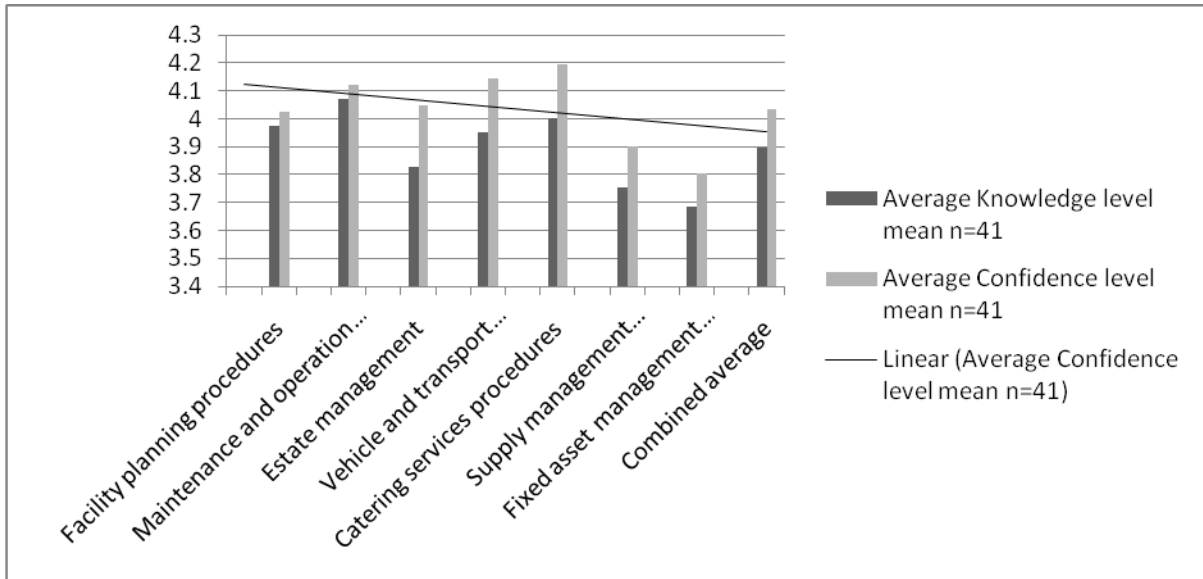


The level of knowledge relating to IT and ICT was composed of 3 items and was measured on a 6-point Likert scale. The average knowledge level was 3.96 compared to 4.10 related to average confidence mean. The highest average in relating to level of knowledge in IT and ICT was Management Information Systems ( $\mu = 3.98$ ,  $n = 41$ ) compared to the lowest average which was 3.95 for ICT in the provision of integrated learning systems. The overall mean for the level of knowledge of IT and ICT was 3.96 which is moderately high and 4.10 for the level of confidence which is also moderately high. The confidence and knowledge averages show the lowest correlation-with the confidence averages largely outweighing that of the knowledge parameter.

**Table 4: Level of Knowledge of Facilities Management**

Facilities Management	Average Knowledge level mean n=41	Average Confidence level mean n=41
Facility planning procedures	3.98	4.02
Maintenance and operation procedures	4.07	4.12
Estate management	3.83	4.05
Vehicle and transport management	3.95	4.15
Catering services procedures	4.00	4.20
Supply management procedures	3.76	3.90
Fixed asset management procedures	3.68	3.80
Combined average	3.90	4.03

**Figure 4: Graphic illustration of Facilities Management**

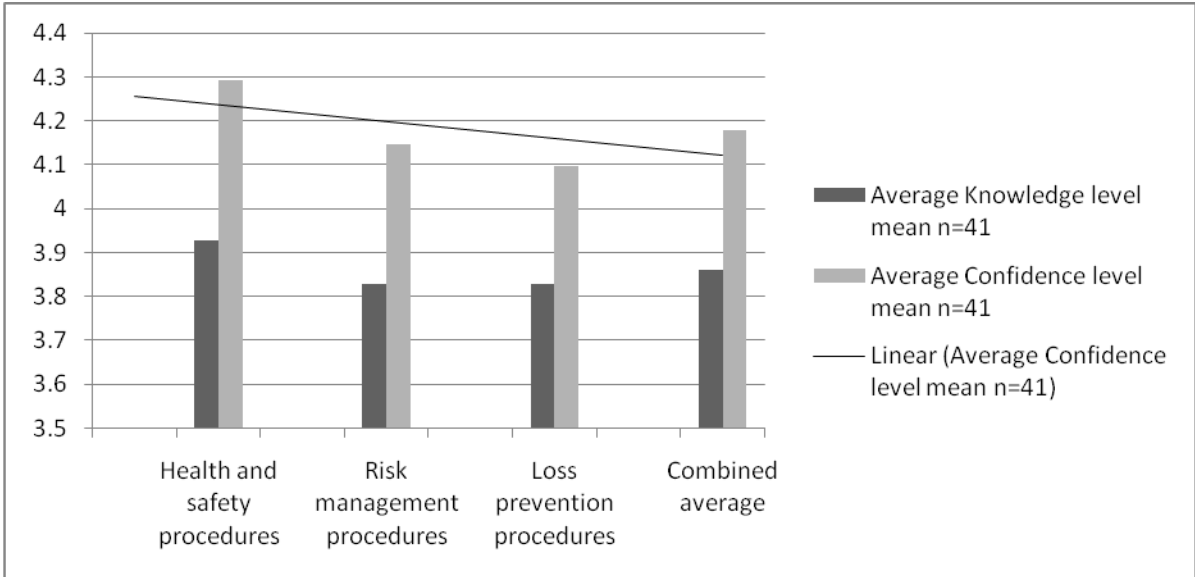


The level of knowledge relating to Facilities Management was composed of 7 items and was measured on a 6-point Likert scale. The average knowledge level was 3.90 compared to 4.03 related to average confidence mean. The highest average in relating to level of knowledge in Facilities Management was Maintenance and Operating Procedures ( $\mu = 4.07$ ,  $n = 41$ ) compared to the lowest average which was 3.68 for Fixed Asset Management Procedures. The highest average confidence level was 4.20 for Catering Service Procedures and the lowest average was 3.80 for Fixed Asset Management. The overall mean for the level of knowledge and confidence of Facilities Management was skewed toward the higher end. There is firm correlation between the averages of the confidence and knowledge. Candidates indicated that their knowledge was moderately low on Estate Management, Supply Chain Management and Fixed Asset Management implying additional development in these areas.

**Table 5: Level of Knowledge of Risk Management**

Risk Management	Average Knowledge level mean n=41	Average Confidence level mean n=41
Health and safety procedures	3.93	4.29
Risk management procedures	3.83	4.15
Loss prevention procedures	3.83	4.10
Combined average	3.86	4.18

**Figure 5: Graphic illustration of Risk Management**

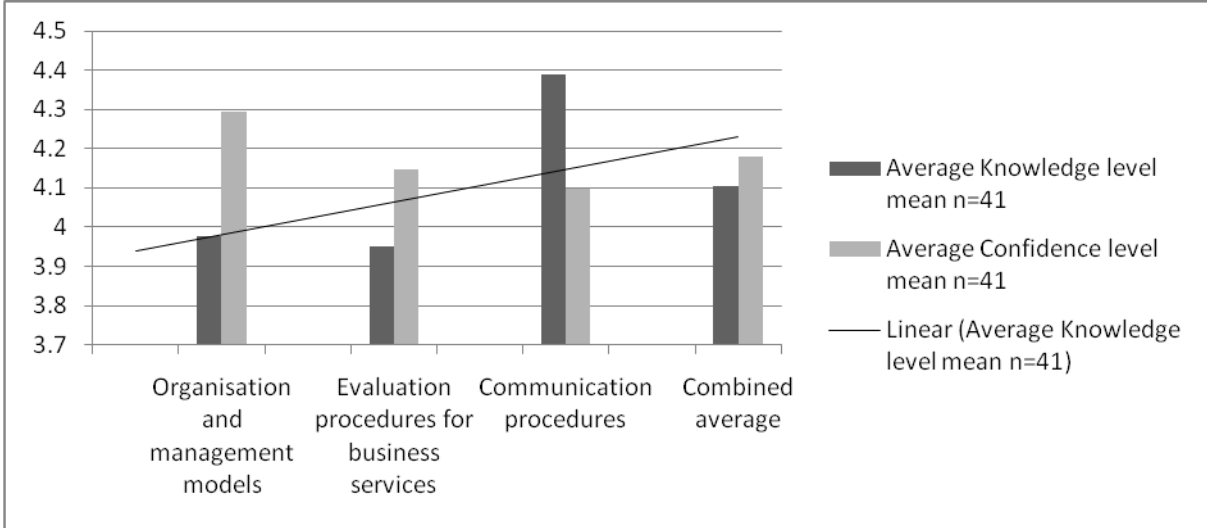


The level of knowledge relating to Risk Management was composed 3 items and was measured on a 6-point Likert scale. The average knowledge level mean was 3.86 compared to 4.18 related to average confidence mean. The highest average in relating to level of knowledge in Risk Management was Health and Safety ( $\mu = 3.93$ ,  $n = 41$ ) compared to the lowest average which was 3.83 for Risk Management Procedures and Loss Prevention Procedures. The highest average confidence level was 4.29 for Health and Safety and the lowest average was 4.10 for Loss Prevention Procedures. The overall mean for the level of knowledge and confidence of Facilities Management was skewed toward the higher end.

**Table 6: Level of Knowledge of Management**

Management	Average Knowledge level mean n=41	Average Confidence level mean n=41
Organisation and management models	3.98	4.29
Evaluation procedures for business services	3.95	4.15
Communication procedures	4.39	4.10
Combined average	4.11	4.18

**Figure 6: Graphic illustration of Management**



The level of knowledge relating to Management was composed 3 items and was measured on a 6-point Likert scale. The average knowledge level mean was 4.11 compared to 4.18 related to average confidence mean. The highest average in relating to level of knowledge in Management was Communication Procedures ( $\mu = 4.39$ ,  $n = 41$ ) compared to the lowest average which was 3.98 for Organisation and Management Models. The highest average confidence level was 4.29 for Organisation and Management Models and the lowest average was 4.10 for Communication Procedures. The overall mean for the level of knowledge and confidence of Facilities Management was skewed toward the higher end. Figure 6 indicates that candidates' knowledge for Organisation and Management Models and Evaluation Procedures for Business Services were lower than the combined average.



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