

2007
2010



Evaluation of the Safe and Caring Child-Friendly Schools Programme

final report



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- The staff, school governing body members and learners of the sampled schools:

Lucretia Primary School (pilot school)	Northern Cape	Phokoane Primary School	Limpopo
EMang Mmogo High School (pilot school)	Northern Cape	Magomani Primary School	Limpopo
IXunkheswa Combined School	Northern Cape	Ramotshinyadi High School	Limpopo
Riverside High School	Northern Cape	Makhutjisha Secondary School	Limpopo
Saul Damon High School	Northern Cape	Langa Secondary School	KwaZulu-Natal
Matjieskloof Primary School	Northern Cape	Enhlanhleni Secondary School	KwaZulu-Natal
Renailwe Senior Primary School	Northern Cape	Gelekedle Secondary School	KwaZulu-Natal
Redirile Senior Primary School	Northern Cape	Ivuna High School	KwaZulu-Natal
Masiza Primary School	Northern Cape	H. Mantshinga Combined School	KwaZulu-Natal
Thabane High School	Northern Cape	Misty Ridge Primary School	KwaZulu-Natal
Rietvale Sekondêre Skool	Northern Cape	Maria Louw Senior Secondary School	Eastern Cape
Steinkopf High School	Northern Cape	Manzezulu Senior Secondary School	Eastern Cape
Garies High School	Northern Cape	Nchafatso Primary School	Eastern Cape
Tshwarelela Primary School	Northern Cape	Pelomosa Primary School	Eastern Cape
Kim-Kgolo Primary School	Northern Cape	Kuyasa Senior Secondary School	Eastern Cape
Dzwaboni Secondary School	Limpopo	Khotso Junior Secondary School	Eastern Cape
Makgofe High School	Limpopo	Matsa Senior Secondary School	Eastern Cape
Nkgonyeletse Senior Secondary School	Limpopo	Motherwell High School	Eastern Cape
Makgane Primary School	Limpopo	Vulindlela Junior Secondary School	Eastern Cape
Tibamoshito Primary School	Limpopo		

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Acronyms and abbreviations

ANOVA	Analysis of variance	LDoE	Limpopo Department of Education
AIDS	Acquired Immune Deficiency Syndrome	LTSMS	Learning and teaching support materials
ANC	African National Congress	MEC	Member of the Executive Council
ART	Antiretroviral therapy	MiET	Media in Education Trust
ARV	Antiretroviral	NCDoE	Northern Cape Department of Education
BEM	Boys Education Movement	NGO	Non-governmental organisation
CEPD	Centre for Education Policy Development	NSC	National Senior Certificate
CFS	Child-friendly schools	OVC	Orphaned and vulnerable children
CFS/E	Child-friendly spaces/environments	PED	Provincial education department
CFSMT	Child-friendly schools monitoring tool	PTA	Parent Teacher Association
CJCP	Centre for Justice and Crime Prevention	RCL	Representative council of learners
CRC	Children's Rights Centre	RED&T	Resource Empowerment, Development and Training
CSTL	Care and Support for Teaching and Learning Programme	SABC	South African Broadcasting Corporation
DBE	Department of Basic Education	SADC	Southern African Development Community
DCES	Deputy Chief Education Specialist	SADF	South African Defence Force
DG	Director-General	SAPS	South African Police Service
DoE	Department of Education	SBC	School-based carers
ECDoE	Eastern Cape Department of Education	SBPF	School-based Programme facilitators
FET	Further Education and Training	SCCFS	Safe and caring child-friendly schools
GEM	Girls Education Movement	SGB	School governing body
GEQIP	General Education Quality Improvement Programme	Sig	Significance value
HAC	Health Advisory Committee	SMT	School management team
HIV	Human Immunodeficiency Virus	SPSS	Statistical Package for the Social Sciences
HOD	Head of department	STI	Sexually transmitted infection
ICT	Information and communications technology	TB	Tuberculosis
ID	Identity document	UNGEI	United Nations Girls' Education Initiative
ILST	Institutional Learner Support Team	UNICEF	United Nations Children's Fund
KZN	KwaZulu-Natal	YFC	Youth for Christ
LCD	Link Community Development		



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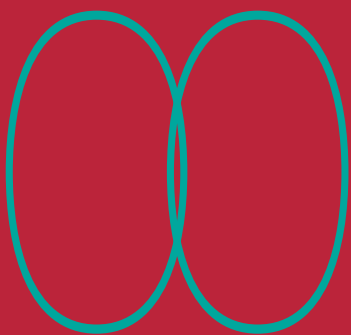
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Executive summary

Introduction

This 'Evaluation of the Safe and Caring Child-Friendly Schools (SCCFS) Programme 2007-2010' has been produced by the Centre for Education Policy Development (CEPD) for the United Nations Children's Fund (UNICEF) South Africa. The SCCFS Programme is a UNICEF-supported intervention targeting South African public schools; the evaluation focused on four South African provinces in which the Programme was implemented and in which 616 public schools participated. Although fieldwork commenced in June 2010, a teachers' strike in the South African public school sector in the third quarter of 2010 led to the postponement of much of the fieldwork to the first quarter of 2011. The evaluation was completed in June 2011. The findings of the evaluation may be of use to the South African Government, in particular but not only the Department of Basic Education (DBE), and to UNICEF South Africa (in relation to its bridge Country Programme for 2011 and its Country Programme for 2012-2014). The results of the evaluation may also support the promotion of the Child-Friendly Schools (CFS) framework in other countries. The report is available in English only.

Summaries of each chapter of the report are presented below. The following annexes to the report should also be noted, these are available as a separate report:

- Annex 1: The terms of reference of the evaluation
- Annex 2: The research instruments
- Annex 3: The qualitative dataset
- Annex 4: Qualitative assessment of the sampled schools in terms of the six SCCFS Programme principles
- Annex 5: Sampled schools ranked by qualitative score.
- Annex 6: CFS cost projections scenario 01
- Annex 7: CFS cost projections scenario 02

Chapter 1: Introduction

Chapter 1 provides the background to and context of the evaluation. A review of relevant documentation identifies a high degree of consistency between the UNICEF-supported SCCFS Programme in South Africa and CFS programmes in other countries. The review also shows that CFS programmes have been effective globally and are supported by research into school effectiveness. The core Programme framework suggests that a school should be:

- A rights-based and inclusive school
- An effective school
- A safe, protective and supportive school
- A health-promoting and health-seeking school
- A gender-sensitive and gender-promoting school
- A partnership-building school.

The review shows a high degree of synergy between the SCCFS Programme goals and South African Government strategies in crime prevention, provision of health services and improvement in school education, all of which stress the importance of community involvement, as does the SCCFS Programme. The review pays particular attention to the synergy that exists between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a). However, relevant cautions must be noted, related to serious barriers in the way of effective Programme implementation, such as the lack of integration of functions within and across Government departments and the need to strengthen schools' internal capacity for teaching and learning, as well as management and leadership.

The review also shows, in the summaries of the baseline studies that were undertaken prior to Programme inception, that the Programme was highly relevant in the selected schools because of the difficult socio-economic circumstances in which they operate, and the resultant social problems they experience. Finally, the review has summarised the various strategies that were adopted by the Programme service providers to address these challenges from 2007 to 2010.

Chapter 2: Purpose, objectives and scope of the evaluation

In Chapter 2 we note that the evaluation assesses the relevance, efficiency, effectiveness, impact, sustainability and replicability of the SCCFS Programme. The purpose of the evaluation is to assess whether the implementation of the Programme and specific interventions are aligned with Government's plans and existing programmes, and to support the Government's five-year plan (2011-2015), UNICEF's bridge Country Programme for 2011 and its Country Programme for 2012-2014. The results of the evaluation may also support the promotion of the CFS framework in other countries. The specific objectives, scope, evaluation criteria and intended outputs of the evaluation are presented in this chapter. Ethical issues are also addressed generally and with specific reference to the participation of children in the research.

Chapter 3: Evaluation methodology

Chapter 3 describes the evaluation methodology in which the central feature was a case study approach that enabled systematic, in-depth analysis of 37 schools, of which six were non-Programme schools to facilitate comparison with schools which received little or no external support. Both qualitative and quantitative data were gathered. The quantitative approach provided a basis for statistical analysis of school characteristics, while the qualitative approach provided deeper and more meaningful insights into relevant school phenomena. Both approaches have helped to distinguish between the successes (and success factors) of Programme and non-Programme schools in terms of the SCCFS principles. It is noted that a limitation of the evaluation methodology is that the sample frame was relatively small, but that the small sample enabled a thorough, in-depth investigation of the selected schools using a mixed-methods approach. A further limitation is that verification of Programme reach was not possible, but again, the depth of interpretation achieved outweighs the disadvantages of lack of data on Programme reach. A final limitation is that it was agreed by the Evaluation Steering Committee in the design stage that the evaluators would assume that Government expenditure is relatively uniform in schools in the lower quintiles, and that we would therefore examine, in the financial analysis, the potential value added by external partners rather than Government funds allocated to participating schools.

Chapter 4: Government, UNICEF and implementing partner respondents

Key Programme role players and stakeholders were interviewed, including personnel from the DBE, UNICEF and provincial department of education personnel, as well as Programme implementing partners and district officials. Many of these key respondents agreed that essentially the Programme framework is intended to support Government policy for school education, and streamlines and integrates various aspects of policy. However, key difficulties were experienced during Programme implementation in terms of the roles of Government: changes in personnel, especially senior managers, adversely affect the level of Government participation; aspects of the Programme framework such as school safety were located in different directorates in the various provincial education departments (PEDs), and were often regarded as an 'add-on' function; and there was variable success at district level and officials with appropriate competence were not always assigned to the Programme. Variation in Programme strategy was reported per province: provincial circumstances required different emphases, and the capacity and focus of service providers differed in each province. It was widely felt that the Northern Cape PED had been the most committed to the Programme. Nevertheless, most respondents reported pockets of success and an overall positive impact. The fact that the Care and Support for Teaching and Learning (CSTL) Programme has incorporated the SCCFS Programme principles and goals shows high awareness of the importance of the Programme at national level, and several respondents reported increased awareness at provincial level also.

The challenges reported by the respondents include: fragmentation of functions in education departments; lack of buy-in by some PEDs and many districts; weak school governing bodies (SGBs); weak school leadership in many schools; and lack of authentic child participation. The respondents reported the following lessons learned: higher levels of ownership are needed by the PEDs and districts; the Programme should become an integral part of the operations of PEDs and districts; increased resources are needed at school level, including human resources, to improve the likelihood of Programme success; and incentives should be contemplated for schools that perform well in terms of the Programme principles.



“... learners in Programme schools have positive perceptions of their schools’ performance...”

With regard to Programme sustainability, it was felt that: the capacity of PEDs and districts needs to be considerably enhanced, and the Programme needs to be institutionalised in PEDs to ensure sustainability; district services need to be streamlined and integrated; multi-level training is needed at provincial, district and school levels, the latter including SGB members; increased school-based support is required, and this would enhance capacity for building relationships with the community; and where school-based SCCFS committees have been established there is an increased likelihood of sustainability. Finally, it is important to note again that the CSTL Programme has incorporated the SCCFS Programme principles and goals and is now the primary mechanism for ensuring sustained SCCFS-related interventions.

Chapter 5: Presentation of the quantitative data

Chapter 5 presents the quantitative dataset obtained through questionnaires completed by 789 grade 11 learners at 21 secondary and combined schools and 549 teachers at 37 schools (22 secondary, two combined and 13 primary) situated across four South African provinces, including six control schools that did not participate in the Programme. The dataset shows that learners in Programme schools have significantly more positive perceptions of their schools’ performance in terms of the Programme principles than learners in non-Programme schools, and that ratings of the schools’ performance with respect to rights and inclusivity are significantly higher at Programme schools than at non-Programme schools for both educators and learners.

Chapter 6: Presentation of the qualitative data

Chapter 6 presents relevant aspects of the qualitative dataset for selected schools: the six schools performing best in terms of the Programme principles, the five worst-performing schools, and the seven schools where the Programme strategy was most effective. Full descriptions of all 37 sample schools are presented in Annex 3.

Chapter 7: Findings

Chapter 7 presents the findings of the analysis of the quantitative and qualitative datasets. The quantitative analysis shows that the views and perceptions of learners at high schools where the Programme was implemented are significantly more positive than those of their peers at schools where the Programme was not implemented. This holds for all six facets of the SCCFS Programme. Learners at SCCFS Programme high schools are therefore much more likely to believe that their rights are respected and that the school is inclusive; that the school is effective in managing resources and supporting learners; that the school offers them a safe environment for learning; that attention is given to the health of learners by the school; that boys and girls receive equal treatment; and that the school is forging partnerships with its parent body and local community. Educators at SCCFS Programme schools are significantly more likely to believe that their schools are inclusive of all types of learners and that learners’ rights are respected and protected. In relation to the other five Programme principles, however, the views of educators about their schools do not differ from those working in non-Programme schools. Overall, the SCCFS Programme therefore appears to have impacted on the perceptions of learners to a far greater extent than on those of educators.

The qualitative analysis shows that Programme relevance is high across all the sample schools. It also shows that Programme strategies were highly variable both across provinces and across schools within a given province, ranging from intensive school-based support to largely off-site training. In four of the sample schools the low-intensity, largely off-site Programme strategy has been a reasonably effective (and in some cases very effective) source of support, and in three of the sample schools where the high-intensity, on-site strategy was implemented the Programme has also been a reasonably effective (and in some cases very effective) source of support.

Because of the variability in Programme strategies, and because the variability in strategy was not consciously aligned to the management capability of the schools, Programme effectiveness and impact varied greatly and it was not possible to assess Programme efficiency (addressed in Chapter 8). The features of high-performing Programme and non-Programme schools include: a strong principal (and in some cases a strong school management team (SMT)) who interacts well, consults with stakeholders (including learners) and delegates functions and tasks effectively; caring, committed teachers; learners who are involved in decisions that affect them; high morale among learners and teachers; an active, supportive SGB that helps to develop good relationships with the community; strong partnerships with non-governmental organisations (NGOs) and Government service providers, including police who adopt a developmental approach to their relationship with the school; partnerships that are aligned to ensure efficient support; buildings and grounds that are safe, secure and welcoming; close supervision of learners during break; and willing and able district and PED officials.

The features of low-performing Programme and non-Programme schools include: the presence of an unassertive principal, or a principal who does not believe in certain of the learners' rights, or is unable to report how many learners are socially vulnerable, or does not know what the Programme (or the Programme coordinator) is doing at the school, or makes decisions without consulting stakeholders; teachers who are not punctual or are not committed to teaching and learning, do not supervise learners during break, and send learners on errands to sites that are dangerous; teachers who reportedly have sexual relationships with girl learners; school staff who blame the community and learners for the school's troubles; unsafe, permeable school grounds and a laissez-faire approach to learners leaving and local residents entering the grounds; weak partnerships with NGOs and Government service providers; police who respond violently when called into the school; district officials who stress bureaucratic requirements in their relationship with the school rather than the Programme principles; and poor maintenance and cleaning of school buildings and grounds, which are not welcoming.

The key factors in terms of Programme success are: high-intensity support in the form of an active, committed and empathetic Programme facilitator on-site in schools where the staff are willing, but struggling to improve the school environment; and, in schools that have many of the features listed above as effective (particularly, strong management), low-intensity support that provides a framework that the school can use to improve its performance.

Important criticisms of the Programme (even in cases where it had been very successful) are: lack of attunement of the Programme intervention to the most pressing needs of the school; insufficient buy-in among stakeholders; training of selected teachers without high levels of Programme awareness among the rest of the staff; lack of training of the SGB; insufficient on-site support; no provision of key resources, such as fencing to protect the school and learning resources; lack of attention to improved teaching and learning, with a frequent emphasis on safety at the expense of other Programme principles.

The key factors in terms of Programme sustainability are: a strong, committed principal or SMT; staff who are committed to the Programme principles; the creation of relevant school structures (such as health committees); the incorporation of the Programme principles in school policies; the recruitment of a welfare assistant to sustain some of the Programme activities; PED and district officials who are committed to the Programme, are aware of where responsibility for the Programme is located and have sufficient time to monitor and support Programme activities; and post-Programme follow-up to ascertain schools' ongoing needs. These factors are not present in the majority of the sample schools.

The SCCFS Programme is clearly replicable, but should be replicated with modifications that are discussed in Chapters 8 to 11. Replication is advisable, since the documentary review presented in Chapter 1 shows that the Programme is supportive of South

African Government strategies in crime prevention, provision of health services and improvement in school education. The review shows a particularly strong synergy between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a).

Chapter 8: Financial analysis

Chapter 8 presents the financial allocations per service provider, the breakdowns of service providers' expenditure and a comparison of expenditure by category across service providers over the Programme period. The chapter, read together with the Chapter 7 findings, shows that the Programme is replicable but that modifications in strategy are needed. Two distinct models of Programme delivery were found to be effective in seven schools: the first is a high-intensity model that provides for on-site support; the second is a low-intensity model that focuses on off-site training with little on-site support. Both models cost approximately the same. Three hybrid scenarios that combine the best features of the two implementation strategies are presented and costed, with adjustments such as increased expenditure on project management and monitoring and evaluation to provide for a more centralised approach to both functions and reduce the potential for unintended variation in the Programme strategy. The three hybrid models all contain provision for similar levels of off-site training and for different degrees of on-site support, and range in cost from R166 million to R310 million to cover 2,000 schools over a three-year period. An 'exit strategy' scenario is also presented in which the level of intensity of on-site support decreases each year over three years in 2,000 schools. The total estimated cost of the 'exit strategy' scenario is R227 million.

There is no clear evidence that any given Programme strategy was efficient, for the following reasons:

- With the exception of the Northern Cape, respondents in the sample schools reported a high degree of inconsistency in Programme strategy (see the Chapter 7 findings). The most extreme example of variation is found in the Eastern Cape, where in some schools a full-time coordinator was deployed. However, since expenditure per school is not available, it is not possible to assess Programme efficiency. Conversely, in the Northern Cape, where a much more consistent strategy was implemented by the service provider, Programme success varied depending on the quality of school management (again, see Chapter 7).
- The above suggests, paradoxically, that an efficient approach to Programme implementation would be to ensure that variation in Programme strategy is deliberate, not unintended, and that the strategy should vary from high-intensity approaches in schools with weak management and/or dire socio-economic conditions to low-intensity approaches in schools where management is strong. For this reason, three hybrid models of Programme implementation have been presented and costed in this chapter.

Chapter 9: Conclusions

The Programme framework, as noted by key respondents (see Chapter 4), is effectively a user-friendly tool for implementing what is already contained in Government policy and plans for more effective schooling. Many school-based respondents noted that the Programme principles represent a simple approach to the plethora of policies and circulars that they have to respond to; indeed, the simplicity of the Programme framework is one of its greatest virtues. We can also conclude that, while simple, it is also a multi-faceted and very comprehensive framework for school improvement; in several schools, where strong management and leadership was in place, merely being introduced to the Programme principles prompted school managers and teachers to undertake very successful transformation processes in their schools in collaboration with external stakeholders.

It must be noted that the Programme was implemented in schools that operate in extremely difficult socio-economic circumstances, and that its relevance in all of the sample schools is indisputable. All of the schools have a history of severe challenges, ranging from extreme poverty to drug abuse and violence. The environment in which the Programme was implemented was therefore difficult at best, but the difficulties were compounded in poorly managed schools, where much higher levels of on-site support are needed. Despite the challenges, two clearly distinct Programme strategies were found to be effective or very effective in seven of the sample schools, one weighted towards on-site support and the other towards off-site training with little on-site support. Since the latter strategy was effective only in well managed schools, we conclude that greater attention needs to be paid in the

preparation phase to assessing the state of school management and viewing this as an important driver in the choice of strategy. We also note that greater attention is needed to identifying the specific challenges that particular schools are facing.

We conclude that the Programme strategies were highly variable, in some cases even across schools within a particular province. As discussed in Chapter 8, this made an assessment of Programme efficiency impossible. It should be noted that monitoring and evaluation was also highly variable across provinces and across schools within provinces. Many schools reported infrequent visits to monitor the effectiveness of Programme implementation, with the exception of the Northern Cape, where regular school visits were effected to monitor what the service provider called the Programme 'barometer'. A related defect is that the baseline studies were very inconsistent in their design, as is evident in the documentary review presented in Chapter 1; moreover, data per school are not contained in the baseline reports, which makes measurement of progress per school impossible.

An important conclusion derived from the quantitative research is that the impact of the Programme, particularly in terms of the perceptions of learners, was significantly greater in Programme than in non-Programme schools, which indicates an important success in terms of the creation of child-friendly school environments. However, we have noted that, when examined from a qualitative comparative perspective, the impact of the Programme was highly variable and we conclude that this is because of the variability in Programme strategies.

We also conclude that much more attention needs to be paid in the planning phase to sustainability and follow-up activities. Programme sustainability seemed guaranteed in only a small number of the sample schools, where there was strong management and where Programme-related activities had become a routine function. As key respondents noted with regard to sustainability (see Chapter 4): improved government capacity is needed; district services need to be streamlined and integrated; increased ownership of the Programme by Government is essential and a longer preparatory phase is advisable to provide for this; multi-level training is advisable for all role players and stakeholders; and, ultimately, the responsibility for sustaining the Programme rests with Government, not service providers. The Programme needs to be institutionalised as a Government responsibility, especially since a key finding noted in Chapter 7 is that it is closely aligned to Government plans and provides a robust framework and platform for improving school effectiveness.

The evaluation findings (Chapter 7), together with the analysis of costs and efficiency (Chapter 8), show that the Programme is replicable and that a range of hybrid models (combining off-site training with different degrees of on-site support) is advisable and a worthwhile investment (approximately R227 million over three years, covering 2,000 schools). Replicability is subject to important modifications to the Programme strategy. These modifications include: combining high- and low-intensity strategies that entail centralised training coupled with a strong on-site presence in each school where management is below what we have referred to as a 'threshold of functionality'; adopting a more centralised and standardised approach to project management and monitoring and evaluation; aligning Programme interventions more closely with schools' most pressing needs; and strengthening project planning and preparation to ensure that the sustainability factors described in Chapter 7 are present.

Finally, we note that there is a particularly strong synergy between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a). The fact that the CSTL Programme of the DBE has incorporated the SCCFS Programme principles and goals is an extremely important development that will support Programme sustainability and replicability. However, this evaluation shows that Government capacity at provincial and district level needs to be improved and school support services streamlined and integrated if the Programme is to be replicated effectively. Moreover, two relevant cautions contained in the Chapter 1 document review must be noted: first, there are serious structural and process-related barriers in the way of effective Programme implementation, such as the lack of integration of functions within and across Government departments, the presence of excessively bureaucratic requirements that hinder effective delivery and weak monitoring and evaluation systems; and, second, serious attention is needed to schools' internal capacity for teaching and learning and management and leadership. Since these cautions are expressed in South African studies, they must be taken very seriously as the Programme is replicated.

Chapter 10: Recommendations

Recommendations are presented in Chapter 10 related to:

- The need for greater intensity in school-based support
- The potential for low-intensity support in well managed schools
- The need for a standardised model of delivery
- The need for more centralised programme management
- The need for research into the school management 'threshold of functionality'
- The advisability of attuning support to schools' needs
- The need for greater effort to ensure stakeholder buy-in
- The need for more intensive training
- A more intensive focus on teaching and learning
- Enhanced monitoring and evaluation and consistency in baseline studies
- The need for post-programme follow-up activities
- The importance of PED and district support
- The advisability of Government investment in school safety
- The need to ensure continued support for schools
- Future investment in SCCFS
- Programme replication.

For each recommendation, actors and required actions have been identified.

Chapter 11: Lessons learned

The broad lessons presented in Chapter 11 are related to:

- Variability in programme strategy
- The need to strengthen monitoring and evaluation
- The need to manage the expectations of role players and stakeholders
- The management capacity of schools
- The need for future 'hybrid' programme strategies
- The need to monitor expenditure per school
- Programme design and evaluation
- The weighting of programme principles
- The need to respond to schools' most pressing needs
- Programme sustainability.

The lessons learned from the evaluation are related in Chapter 11 to the programme planning and implementation domains in which they should be applied. Notes are provided to guide future actions.



01

Introduction

Background

This report presents an evaluation and financial analysis of the United Nations Children's Fund (UNICEF)-supported Safe and Caring Child-Friendly Schools (SCCFS) Programme, as implemented in four South African provinces (Eastern Cape, KwaZulu-Natal (KZN), Limpopo and Northern Cape) from 2007 to 2009, with extensions in some cases to 2010. The evaluation was commissioned by UNICEF South Africa. The terms of reference of the evaluation are presented in Annex 1 (which is available as a separate document).

Underpinning the SCCFS Programme are six principles covering different facets of school improvement. A school should be:

- Rights-based and inclusive
- Effective
- Safe, protective and supportive
- Health-promoting and health-seeking
- Gender-sensitive and gender-promoting
- Partnership-building.

Using a mixed-methods approach, the evaluation presents a detailed assessment of the extent to which these Programme principles are translated into practice in 37 sample schools, six of which did not participate in the Programme.

The remainder of this chapter consists of a review of relevant documents which describes the global and local context in which the Programme operated, and the contributions made by UNICEF and its implementing partners in South Africa. The review contains the following sections:

1. Context and rationale
2. Relevant studies supporting a child-friendly schools (CFS) approach
3. Overview of selected CFS programmes in Africa
4. South African Government priorities and children's rights
5. The action plan of the South African Department of Basic Education (DBE)
6. Summary of the 'Situation and Response Analysis: Care and Support for Teaching and Learning'
7. SCCFS baseline studies
8. SCCFS Programme and service provider reports
9. Summary of the strategies of the Programme service providers.

The document review shows that the SCCFS Programme (referred to in the remainder of the report as 'the Programme') is consistent with CFS programmes that have been implemented in other countries, and with Government policies and priorities in South Africa. The review shows that CFS programmes have been effective globally and are supported by research into school effectiveness. The review also notes the synergy that exists between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a).

Document review

Section one: Context and rationale

In UNICEF (1999) it is reported that the CFS Programme was conceived after reflecting on what children need to thrive in a world with Human Immunodeficiency Virus (HIV) and Acquired Immune Deficiency Syndrome (AIDS), conflict, violence, and gender and ethnic discrimination. The challenges children and young people regularly face are numerous and require more than excellent numeracy and literacy skills. Schaeffer in UNICEF (2004:1) reported that UNICEF had developed a framework for rights-based, child-friendly educational systems and schools that are characterised as "inclusive, healthy and protective for all children, effective



“Rights-based, child-friendly schools must ... help children face the challenges of the new century and enhance their health and wellbeing in safe and protective spaces...”

with children, and involved with families and communities - and children”. The concept extends beyond the education system and according to Schaeffer, some of the child-friendly programmes initiated by UNICEF include Child-Friendly Spaces/Environments (CFS/E), Child-Friendly Cities, Child-Friendly Schools and Safe and Caring Child-Friendly Schools (the South African SCCFS).

According to UNICEF (2004), the framework for rights-based, child-friendly schools indicates that all social systems and agencies which affect children should be based on the principles of the Convention on the Rights of the Child. Rights-based, child-friendly schools must therefore not only help children realise their right to a basic education of good quality, but also help children face the challenges of the new century and enhance their health and wellbeing in safe and protective spaces, free from violence and abuse. Raising teacher morale and mobilising community support for education are crucial in this regard.

Schaeffer, in UNICEF (2004:1), provides a useful summary of the CFS framework:

- The school is a significant personal and social environment in the lives of its students. A child-friendly school ensures every child an environment that is physically safe, emotionally secure and psychologically enabling.
- Teachers are the single most important factor in creating an effective and inclusive classroom.
- Children are natural learners, but this capacity to learn can be undermined and sometimes destroyed. A child-friendly school recognises, encourages and supports children’s growing capacities as learners by providing a school culture, teaching behaviours and curriculum content that are focused on learning and the learner.
- The ability of a school to be and to call itself child-friendly is directly linked to the support, participation and collaboration it receives from families.
- Child-friendly schools aim to develop a learning environment in which children are motivated and able to learn. Staff members are friendly and welcoming to children and attend to all their health and safety needs.

Schaeffer, in UNICEF (2004:1), further notes that a rights-based, child-friendly school has two basic characteristics:

- It is a child-seeking school: actively identifying excluded children to get them enrolled in school and included in learning, treating children as subjects with rights, and governments as having obligations to fulfil these rights, and demonstrating, promoting, and helping to monitor the rights and wellbeing of all children in the community.
- It is a child-centred school: acting in the best interests of the child, leading to the realisation of the child’s full potential, and concerned both about the “whole” child (including his/her health, nutritional status, and well-being) and about what happens to children — in their families and communities — before they enter school and after they leave it.

Above all, a rights-based, child-friendly school must reflect an environment of good quality characterised by several essential aspects:

1. **It is inclusive of children.** The CFS:

- Does not exclude, discriminate, or stereotype on the basis of difference.
- Provides education that is free and compulsory, affordable and accessible, especially to families and children at risk.

- Respects diversity and ensures equality of learning for all children (e.g. girls, working children, children of ethnic minorities, and those affected by HIV/AIDS, children with disabilities, victims of exploitation and violence).
 - Responds to diversity by meeting the differing circumstances and needs of children (based on gender, social class, ethnicity, and ability level).
2. **It is effective for learning.** The CFS:
- Promotes good quality teaching and learning processes with individualised instruction appropriate to each child's developmental level, abilities, and learning style and with active, cooperative, and democratic learning methods.
 - Provides structured content and good quality materials and resources.
 - Enhances teacher capacity, morale, commitment, status, and income – and their own recognition of child rights.
 - Promotes quality learning outcomes by defining and helping children learn what they need to learn and teaching them how to learn.
3. **It is healthy and protective of children.** The CFS:
- Ensures a healthy, hygienic, and safe learning environment, with adequate water and sanitation facilities and healthy classrooms, healthy policies and practices (e.g. a school free of drugs, corporal punishment and harassment), and the provision of health services such as nutritional supplementation and counselling.
 - Provides life skills-based health education.
 - Promotes both the physical and the psycho-socio-emotional health of teachers and learners.
 - Helps to defend and protect all children from abuse and harm.
 - Provides positive experiences for children.
4. **It is gender-sensitive.** The CFS:
- Promotes gender equality in enrolment and achievement.
 - Eliminates gender stereotypes.
 - Guarantees girl-friendly facilities, curricula, textbooks, and teaching-learning processes.
 - Socialises girls and boys in a non-violent environment.
 - Encourages respect for each others' rights, dignity, and equality.
5. **It is involved with children, families, and communities.** The CFS is:
- Child-centred – promoting child participation in all aspects of school life.
 - Family-focused – working to strengthen families as the child's primary caregivers and educators and helping children, parents, and teachers establish harmonious relationships.
 - Community-based – encouraging local partnerships in education, acting in the community for the sake of children, and working with other actors to ensure the fulfilment of children's rights.

In the United Nations Girls' Education Initiative (UNGEI) (2006) it is reported that the CFS Programme was based on the premise that schools are not uniform and that interventions based on 'one size fits all' are inappropriate. Clearly, different children in different contexts have diverse needs. However, while the model may differ from country to country, UNICEF (2011) indicates that the common denominator across cultures is a focus on child-centred education. According to UNGEI (2006), a child-friendly school is a quality school in all possible ways. It is a school that is:

- Inclusive
- Effective
- Safe and protective
- Equity and equality promoting
- Health-promoting
- Has school-community linkages and partnerships.

UNICEF (2004) notes that experience is now showing that a framework of rights-based, child-friendly schools can be a powerful tool for both helping to fulfil the rights of children and providing them an education of good quality. At the national level, for

ministries, development agencies, and civil society organisations, the framework can be used as a normative goal for policies and programmes leading to child-friendly systems and environments, as a focus for collaborative programming leading to greater resource allocations for education, and as a component of staff training. At the community level, for school staff, for parents and for other community members, the framework can serve as both a goal and a tool for quality improvement through localised self-assessment, planning and management and as a means for mobilising the community around education and child rights.

A positive view of the CFS approach is supported in UNICEF (2009a). After visiting 150 schools in six countries implementing the CFS approach, and drawing on the views of UNICEF Education Officers and reviewing prior CFS-related literature, the evaluators found that:

- The CFS approach is successful in different national contexts and in education systems with different resource levels, because “the CFS model is flexible, adaptable to different contexts, heuristic and broadly appropriate ... CFS is ‘not a blueprint’”.
- The CFS initiative has engaged successfully with stakeholders to create child-friendly school environments that “serve the whole child”.
- Ministries of education have benefited from “a useful and relevant framework for improving education that promotes child development and is inclusive, participatory and responsive”.
- The CFS approach becomes more successful over time and, with longer implementation periods, is more likely to be integrated into government strategies for school reform.
- Although the lack of resources was reported as a challenge in many of the 150 schools visited, the CFS approach is not in itself resource-intensive.

More specific findings of the global CFS evaluation include the following:

- Schools that have participated in CFS programmes have inclusive environments that support and encourage learners and are “particularly successful in creating an environment where female students feel safe, supported, and challenged”. However, school staff generally reported that they felt ill equipped to address the needs of learners with disabilities.
- CFS have welcoming environments and provide emotional support and health education. However, “they have been less successful in creating conditions in which many students feel emotionally and physically safe”, and sanitary conditions in the schools visited were often poor.
- Child-centred teaching methods are evident, and learners are given the message that learning is “important and worthwhile”. However, many teachers did not have sufficient training in child-centred methods. The authors note that “the primary benefit to the CFS approach is exposure to and implementation of a range of new teaching methods, including participatory and student-centred approaches”. The authors recommend further research into the impact of CFS approaches on teaching practices.
- School architecture, while important, is not a predictor of child-friendliness, and the authors are critical of the high percentage (67%) that is allocated in the CFS budget to supplies, equipment and construction; moreover, schools reported that they find new infrastructure difficult to maintain.
- Learners are involved in their schools, and parent and community participation is encouraged in both school events and decision-making. However, the authors note that in many schools “parents and the community do not take responsibility for implementing CFS principles”, and they are critical of the low percentage (less than 3%) of the CFS budget allocated to this component. UNICEF Education Officers reported that “community ownership of the school hinges on the strength and vision of the school head and that the school head is, more broadly, the key to the success of the school”.

Finally, it is important to note that the CFS concept is particularly relevant in South Africa, where the democratic government has been in the process of transforming its schooling system since the abolition of apartheid. However, despite political and legal reforms, many legacies of apartheid remain in South African society and are often evident in schools. In recognition of this, the South African Government has developed a number of strategies that display a high degree of synergy with the SCCFS Programme principles. These are discussed in sections four and five of this review. Sections two and three provide a summary of relevant studies that support a CFS approach and an overview of selected CFS programmes in Africa.

Section two: Relevant studies supporting a CFS approach

'Developing a school turnaround strategy to help all students achieve'

In 'Developing a School Turnaround Strategy to Help All Students Achieve' (2011:12-15) by Education First Consulting et al., the authors focus on "turnaround schools" – schools which have high proportions of poor students and which are "chronically and acutely low-performing". The report identifies three "turnaround benchmarks" for schools operating in these difficult circumstances:

- The READINESS TO LEARN benchmark involves: creating a safe and disciplined school environment and engaging learners in a "well rounded" curriculum; partnering with community providers to address health issues and other needs; developing "good learning behaviours" and other life skills; ensuring that the learner:teacher ratio is small enough to ensure healthy learner-teacher relationships in which teachers firmly believe that each learner "can and will succeed"; and maximising contact with learners' homes.
- The READINESS TO TEACH benchmark involves: shared responsibility for learner achievement in the entire school community; and increased authority at school level for collaborative decision-making on issues such as the allocation of the school budget, staff recruitment and approaches to teaching and learning.
- The READINESS TO ACT benchmark involves: applying what the authors refer to as "resource ingenuity" to find and use "new and creative resources"; community support and "meaningful engagement of key stakeholders – especially parents"; and "agility in the face of turbulence" – the ability of school leaders to adapt to circumstances and "use flexibility and persuasion rather than rigid standards and control".

The turnaround benchmarks described in this study resonate powerfully with the CFS approach described in the previous section and with the South African SCCFS principles listed in the introduction to this chapter. In particular, the benchmarks reflect the need to create:

- An effective school
- A safe, protective and supportive school
- A health-promoting and health-seeking school
- A partnership-building school.

'Research findings to support effective educational policies: A guide for policymakers'

This report by the Wallace Foundation (2011:5) emphasises the role of leadership in turning around failing schools, and also stresses the support that effective school principals need. In a succinct synthesis of relevant research, the authors argue that:

- "Investing in good principals is a particularly cost-effective way to improve teaching and learning throughout entire schools": principals are well placed to ensure that excellent teaching and learning spreads through the whole school, and are an important factor in retaining good teachers.
- Good principals lead the school improvement process, but share decision-making and work collaboratively. The authors note that "paradoxically, principals willing to share authority do not diminish their own."

The support that education system managers need to provide includes the following:

- There is a need to improve training for "transformative leaders whose goal is to significantly improve teaching and learning and to turn around failing schools", and to be more selective in the provision of such training. The authors argue that training should be tailored to school types (for example, school size and the nature of the learner population).
- Education districts should become "discerning customers" in the recruitment of school principals, for example by applying strict standards and providing incentives in order to compete with other districts in finding the most effective principals for turnaround schools. Districts should also provide mentoring (including on-line mentoring) and peer support for principals after they have been deployed.
- Managers in the education system should focus "more on supporting principals as instructional leaders and less on administrative management issues". They should also "direct more resources to high-needs, hard-to-staff schools and give principals more authority and flexibility to meet district goals".

- Incentives should be awarded to principals willing to work in turnaround schools. The authors argue that the inability of disadvantaged schools to attract good leadership is related to unattractive working conditions and the absence of incentives, and is not a “candidate shortage problem”.
- District managers should reduce principal turnover, which has “a distinctly damaging effect on school culture and a measurable negative impact on student achievement”.
- Noting that effective school principals are not necessarily “adept at gathering or using evidence about what would need to change in their schools to improve instruction”, the authors argue that districts should “provide timely, relevant data – and training in its use – to enable principals to accurately diagnose and address learning needs”.
- District managers should “use principal assessments to focus more attention on improving instruction”. Once again, the focus in this lesson from the synthesis of relevant research is on instructional leadership by school principals, and the authors stress that this is often not the focus of the performance assessment of principals. They argue that the focus should be “key leadership behaviours most associated with improving instruction – and the ability to share authority”.

Finally, the authors argue that it is important to “extend and reinforce learning beyond the school day and year”, for example by providing additional learning programmes after school time and during vacations that target the “hardest-to-reach” learners. They note that “poor families are far more dissatisfied with the availability and quality of programs and much likelier than more well-off families to want academically oriented after-school and summer programs for their children.” The authors caution that market research in some cities in the United States of America has “revealed strong demand for arts and cultural programs and homework help, but also widespread anxiety about safety.”

This last point, in particular, is relevant to the SCCFS Programme, because as the findings of this evaluation show (see in particular Chapter 7), many learners in the sample schools felt unsafe at school, on their way to and from school, and even at home. More generally, the research synthesis of the Wallace Foundation (2011) contains recommendations that resonate with the SCCFS principle of creating effective schools; a strong partnership element is also present, but the key partnership outlined in this study is the link between education system managers – in particular, district managers – and schools.

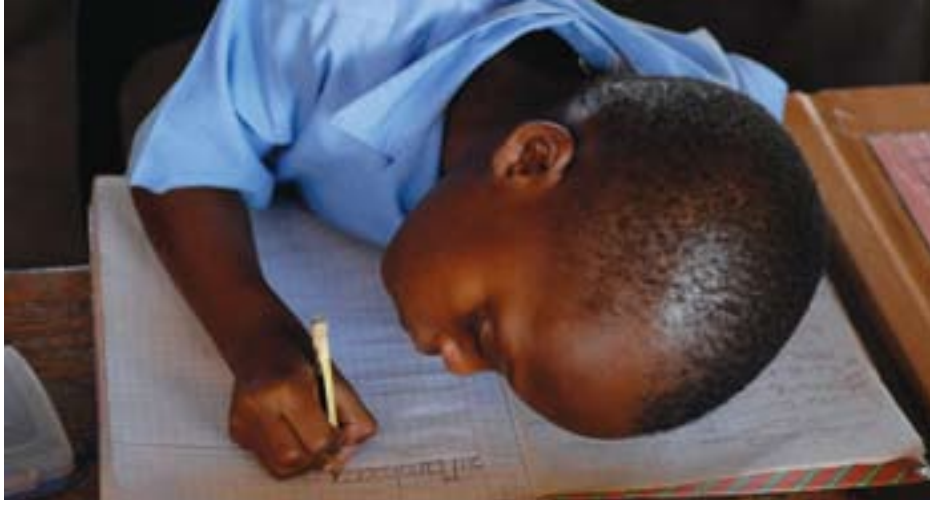
‘Schools that work’

Christie et al. (2007:3) produced a research report for the South African Ministerial Committee on Schools that Work after conducting a study in a sample of 18 schools that succeeded in achieving good National Senior Certificate results. The following questions are the most relevant to this review:

- What were the dynamics of these schools that enabled their achievements?
- Are they replicable in other schools?

The authors describe the following dynamics in the schools that were visited:

- All of the schools were *focused on their central tasks* of teaching, learning, and management with a sense of responsibility, purpose and commitment (“schools operated, often informally, as professional learning communities”).
- All of the schools carried out their tasks with *competence* and *confidence* (“organisational competence gave stability and confidence to members of the school community” and “teachers were almost all regarded as competent by themselves and others”).
- All had *organisational cultures* or *mindsets* that supported a work ethic, expected achievement, and acknowledged success (“continuing, active motivation was viewed as important by principals, who went to great lengths to acknowledge all successes, and even created opportunities for success to be experienced and acknowledged”).
- All had strong *internal accountability systems* in place, which enabled them to meet the demands of external accountability, particularly in terms of Senior Certificate achievement (“these schools knew what constituted the work necessary to achieve good results, and they had systems in place to do the work and monitor it”). (Christie et al., 2007:5)



“... there is evidence that African leaders are broadly embracing the CFS concept...”

However, the authors express some pessimism regarding the replicability of these dynamics:

“The Schools that Work exhibited strong inner capacities in terms of teaching and learning, supported by management and leadership, as well as a sense of agency. If schools do not have these capacities, then change will not be a simple matter, and interventions in the form of incentives or sanctions are unlikely to have effect.” (Christie et al., 2007:5)

The findings of this South African study resonate strongly with the concept of ‘transformative leaders’ in the Wallace Foundation study reviewed above, and with the ‘readiness to teach’ principle described above in Education First Consulting et al. (2011) The findings are highly relevant to the SCCFS principle of creating effective schools.

Section three: Overview of selected child-friendly schools programmes in Africa

UNICEF (2009b) indicates that despite its steady development, the Eritrean basic education system faces a number of challenges. In addition to the need to increase access to education and reduce repetition and drop-out rates, the quality of basic education in Eritrea is poor, resulting in internal inefficiencies that in turn result in a low retention rate and low learning achievement among those who do remain in school. These and other factors have made it imperative to develop strategies to enhance the quality of schooling in Eritrea.

A significant strategy initiated by the Eritrean Ministry of Education, supported by UNICEF, was the introduction of the CFS approach, with a specific focus on girls and vulnerable children. The report notes that, informed by lessons learned from other countries’ CFS experiences, Eritrea commenced by developing the CFS concept comprehensively at the outset. A multi-sector/multi-partner approach involved a wide range of stakeholders in the development process. This has entailed defining indicators for CFS schools, developing a logical framework, conducting a baseline study and developing a monitoring and evaluation framework. The CFS programme in Eritrea was launched in July 2007. In 2008, the report indicated that over 8,000 children in the 25 pilot schools had benefited from the CFS interventions. Enrolment drives encourage the enrolment of all children, including vulnerable children. Home visits were undertaken to ensure that children not enrolled were identified, monitored and followed up. Gender sensitivity, equity and equality are being integrated into teacher training programmes. Students’ health and wellbeing are promoted and safer and protective spaces for children developed.

In Tanzania, where universal primary education seems to be on track, access to secondary and pre-primary education has also increased rapidly. However, there are concerns about the quality of education – and although education expenditure has also increased, it has not been proportional to the rise in enrolment across the sector (UNICEF, 2009b). There has been a significant increase in the number of children failing to complete school and a decline in the percentage of children, especially girls, passing the primary school leaving examination. This phenomenon has resulted in a growing consensus on the need to establish minimum education standards, so that all children will not just receive seven years of primary education, but will also achieve minimum learning outcomes in literacy, numeracy and life skills. To develop the expected quality standards, the Government has adopted

and is applying the CFS principles in the development of the minimum standards and the revision of the inspection handbook to ensure that both documents are human rights-based and CFS-compliant.

In Malawi, the CFS framework was introduced in 2005 (UNICEF, 2009b), but the capacity building efforts continued to use old training manuals. It became necessary to institutionalise CFS and develop national CFS materials using a holistic approach to improve the overall quality of education countrywide. Resource materials for all levels were developed – national, district, cluster and schools – as well as training materials for trainers and teachers. The report notes that the government led the development of the CFS concept and framework and CFS materials with the support of UNICEF. It was envisaged that all the schools would have access to the resource materials by 2009 and increased capacity to overcome the various obstacles to good quality education.

Ethiopia's vision for education development, as described in the Government's plan for accelerated and sustained development to end poverty, gives high priority to improving the quality of education at all levels. This is implemented within the framework of the Ministry of Education's General Education Quality Improvement Programme (GEQIP). With its holistic approach to quality improvement, GEQIP is designed to enhance coordination and synergy among units that have operated separate programmes in the past (UNICEF, 2009b). Cognisant of the deterioration of the quality of education in recent years as a result of the rapid increase in access to primary education in the country, and to strengthen the existing school improvement plan, UNICEF introduced the CFS approach as a multi-dimensional response to the needs of Ethiopian children. As a result, capacity building strategies and resources were developed including, among others, the CFS framework of indicators and school standards, which has been implemented in 80% of schools across the country.

In Kenya, the Child Friendly School Monitoring Tool (CFSMT) is an integrated planning, monitoring and evaluation tool. The purpose of the CFSMT is to help the key education actors in communities (education managers, teachers, community leaders and parents) to assess the CFS status of their schools, to select areas for improvement and to monitor and evaluate progress. The CFSMT focuses on the school elements known to be closely related to quality learning (UNICEF, 2009b).

The goal of the CFS Development Programme in Mozambique is to improve learning outcomes for children as well as to increase enrolment, retention and completion rates in all of the primary schools in the targeted districts which were identified on the basis of high gender inequity and low enrolment rates, with specific focus on 'excluded children', including orphans and girls (UNICEF, 2009b). The definition of a child-friendly school in Mozambique was endorsed by the Ministry of Education and Culture. The CFS development framework is structured around quality education as well as enhanced enrolment and completion rates and reduced dropout rates. Sound monitoring and evaluation of the CFS intervention is recognised as being of critical importance in Mozambique, particularly since the possibility of scaling up the CFS model to the entire country depends on demonstrated programme effectiveness to date (UNICEF, 2009b).

UNICEF is also working closely with the Ministry of Education and other partners to increase access to education for Angolan children. As part of this strategy, the quality of schools is being strengthened and they are also functioning as community centres. In addition to basic learning, further information and orientation will be provided to children and caregivers in other areas, such as health and hygiene education, HIV/AIDS and land awareness. Efforts to improve the quality of education have been coupled with measures to prevent pupils from dropping out and repeating grades.

Schermbucker (2008) notes that with UNICEF support, the South African Department of Education (DoE)¹ has developed the Safe and Caring Child-Friendly Schools framework to increase access, retention and completion rates and improve learning achievement for the most vulnerable children. Schermbucker notes that the framework is an organising construct which helps the DoE to put into practice education-related policies and the Convention on the Rights of the Child so that all children in South Africa can benefit from a quality education. In the next section we summarise relevant South African Government policies and programmes.

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¹ In 2009 the Department of Education was split into two departments. The department now responsible for the schooling sector is called the Department of Basic Education.

More generally, there is evidence that African leaders are broadly embracing the CFS concept. For example, UNGEI (2008) reports on the September 2005 meeting in Swaziland of the Ministers of Education of Angola, Botswana, Lesotho, Malawi, Madagascar, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe to strengthen the incorporation of care and support in schools as part of the essential services provided for children.

Section four: South African Government priorities and children's rights

This section assesses the extent to which the UNICEF-supported SCCFS Programme is aligned with South African Government priorities in safety and security, health services and the promotion of children's rights. Priorities in education are addressed in the next section.

The 2005-2010 Strategic Plan for the South African Police Service (SAPS) (SAPS, 2005) pledges to reduce the incidence of crimes against women and children, as well as to ensure the proper investigation of sexual offences such as rape and indecent assault. The plan includes the Anti-Rape Strategy, which aims to reduce the incidence of rape and improve the investigation of rape cases and the services provided to victims of rape, and the Youth Crime Prevention Capacity Building Programme. The SAPS has trained and equipped SAPS members with the necessary skills to recognise and assist young people who are at risk of turning to crime or of becoming victims of crime. Communities are also expected to be involved in many ways in the fight against crime.

Some of UNICEF's child-friendly principles are reflected in the Department of Health's Strategic Plan for Maternal, Neonatal, Child and Women's Health and Nutrition in South Africa 2009-2014 (Department of Health, 2008). The plan indicates that access to basic services to improve the quality of life for women and children is a priority. Such services include improving child nutrition by implementing regulations which require the fortification of maize and flour with zinc, iron and vitamins in order to reduce micronutrient deficiencies. The Expanded Programme on Immunisation has achieved high coverage levels, with 85% of children being fully immunised by the age of one year. Progress in ensuring early diagnosis and management of HIV-positive children has been made. Provision of care is guided by the 'Comprehensive Care, Management and Treatment Plan' implemented in 2003 (Department of Health, 2007a) and the 'HIV and AIDS and Sexually Transmitted Infections Strategic Plan: 2007-2011' (Department of Health, 2007b). Guidelines for the treatment of children with antiretroviral therapy (ART) have been developed and implemented. The number of children receiving ART has also increased, with children accounting for 10% of the total number of people benefiting from ART. Guidelines and training materials that address the psychosocial care and support of children with HIV and AIDS have also been developed.

The strategic plan indicates that a 'School Health Policy' (Department of Health, 2007c) has been developed, and all districts currently screen Grade R or Grade 1 learners for impairments in vision, hearing and gross motor development. Guidelines for regular deworming of all primary school children have also been developed. It is stipulated that implementation of these and other school-based health interventions should focus on the 15,000 schools that had recently been designated as poorly resourced by the DoE (such as those which participated in the SCCFS Programme).

The 'Policy Guidelines for Youth and Adolescent Health' (Department of Health, 2001) outline five intervention strategies: promoting a safe and supportive environment, providing information, building skills, counselling and ensuring access to health services. The Department of Health emphasises that the DoE should endeavour to extend the provision of information to youth in schools and pay particular attention to the teaching of sexual and reproductive physiology and health in schools, to ensure that all learners have adequate knowledge before they become sexually active. Addressing gender-related issues is a key aspect of this process.

Community involvement is also stressed in the health-related plans of government. Amongst the ways the Department of Health believes the community should intervene are: advocacy for improved water, sanitation, and communication with relevant sectors regarding high-priority localities for such improvements; improved care-seeking behaviour through better understanding of when to seek care (including recognition of danger signs); and promotion of healthy lifestyles. The strategies to address this include working with the education sector to promote comprehensive health education in schools.

The policies, legal frameworks and plans of the South African Government are clearly supportive of the SCCFS Programme, as is the Government's adherence to relevant international agreements. The Children's Rights Centre (CRC) 'Annual Report' (2010) indicated that South Africa is deeply committed to children's rights, as evidenced in its ratification of the United Nations Convention on the Rights of the Child and the African Charter on the Rights and Welfare of the Child.

Section five: The Action Plan of the South African Department of Basic Education

In this section we examine South Africa's 'Action Plan to 2014 Towards the Realisation of Schooling 2025', published by the Department of Basic Education (DBE, 2010a) and assess the degree of synergy that exists between the Government plans for school education and the UNICEF-supported SCCFS Programme. The Action Plan to 2014 notes that its overriding purpose is to contribute in concrete ways to the realisation of a better schooling system which adequately prepares young South Africans for the challenges of a rapidly changing society. It recognises that achieving this goal is vital if society-wide scourges such as poverty and crime are to be eradicated and South Africa is to prosper and develop (DBE, 2010).

The Action Plan to 2014 captures, albeit in different words, key aspects of the principles that underpin the SCCFS Programme. The plan states that the department wishes to see the following in every South African school:

"Learners who attend school every day and are on time because they want to come to school, the school is accessible, and because they know that if they miss school when they should not, some action is taken. These learners understand the importance of doing their schoolwork, in school and at home, and they know their school will do everything possible to get them to learn... Part of the reason why learners want to come to school is that they meet friends in an environment where everyone is respected; they have a good meal; they know they can depend on their teachers for advice and guidance; and they are able to participate in sporting and cultural activities organised at the school after school hours." (DBE, 2010a:10)

The Action Plan to 2014 sets out 27 goals in the improvement of the schooling system; 13 of these are output-related goals and 14 are process-related. A summary of the output-related goals follows:

- Goals 1 to 6 reflect the need to enable learners to meet minimum standards, such as increasing the number of Grade 12 learners who pass mathematics and physical science.
- Goals 7 to 9 reflect the need to improve the standards of learning performance (in particular in language and mathematics), in addition to ensuring that minimum standards are met.
- Goal 10 is to ensure that learners remain effectively enrolled at school until they complete the compulsory years of education.
- Goal 11 is to ensure that all learners have access to pre-primary education.
- Goal 12 is to improve the promotion rates of learners through Grades 1 to 9.
- Goal 13 is to improve the access of youth to Further Education and Training beyond Grade 9.

Most of these output-related goals relate closely related to the SCCFS Programme principle of school effectiveness; Goal 10 specifically relates to the SCCFS Programme goal of ensuring that schools are inclusive.

Goals 14 to 27 of the Action Plan to 2014 are process-related, and principals, teachers, learners, parents, education officials and partners in education transformation are expected to play important collaborative roles in achieving them within the framework of a Code for Quality Education:

- Goals 14 to 18 address teachers and the teaching process. For example, Goal 15 is to ensure that the availability and utilisation of teachers is such that excessively large classes are avoided. Goal 16 is to improve the professionalism, teaching skills, subject knowledge and computer literacy of teachers throughout their careers and Goal 18 is to ensure that learners cover all the topics and skills areas that they should cover in their current school year.
- Goals 19 and 20 relate to the availability of textbooks, workbooks and other educational materials. Goal 19 is to ensure access to the minimum set of textbooks and workbooks required in policy and Goal 20 is to increase access to a wide range of other media, including computers and libraries.

- Goals 21 and 22 deal with school governance and management. Goal 21 is to ensure that basic school management processes are in place and contribute to a functional school environment. Goal 22 is to ensure that parent and community participation in school governance is improved.
- Goal 23 is to ensure that all schools are funded at the minimum per learner level and that the funds are used transparently and effectively.
- Goal 24 is to ensure that the physical infrastructure and environment of every school inspires learners to want to come to school and learn, and teachers to teach, with all schools achieving the nationally defined level of optimum functionality.
- Goal 25 is to use the school as a location to promote access among children to the full range of public health and poverty reduction interventions, with 75% of learners receiving school lunches by 2014.
- Goal 26 is to increase the number of schools which effectively implement the inclusive education policy of the DBE and have access to centres which offer specialist services.
- Goal 27 is to improve the frequency and quality of the monitoring and support services provided by district offices to schools.

Once again, these process-related goals correspond very closely with the SCCFS Programme principles; indeed, it could be argued that the SCCFS framework represents a user-friendly distillation of the goals set out in the Action Plan to 2014, and a simple tool that can be used by various role players and stakeholders to assess the extent to which a school is, or is becoming, a child-friendly school.

Section six: Summary of the 'Situation and Response Analysis: Care and Support for Teaching and Learning'

The 'Situation and Response Analysis: Care and Support for Teaching and Learning' (Raab, 2010) is a study conducted by the Media in Education Trust (MiET) Africa for the DoE and Care and Support for Teaching and Learning (CSTL) South Africa. CSTL is an initiative of the Southern African Development Community (SADC) that has been implemented in five SADC member states (including South Africa) since 2009, with the other nine member states due to commence implementation in 2011. The overarching aim of the CSTL SADC programme is to protect the education-related rights of vulnerable children. Each member state is expected to develop its own objectives and delivery strategy.

The report notes that the South African Government is committed by its own Constitution and international agreements to ensuring that the right of all children to free basic education is enforced. However, the authors also note the "widespread child vulnerability that affects many children's access to education" (Raab, 2010:vii). Children can be vulnerable because of "intrinsic conditions" (such as physical disability) or "extrinsic conditions" (such as poverty or lack of access to Government services). The report therefore sets out to identify the relevant strengths of the education system that facilitate the implementation of CSTL South Africa, and also the challenges that impede the enforcement of the right of vulnerable children to basic education.

Strengths that favour the mainstreaming of CSTL in South African schools include: the commitment of the Government to children's rights; the conviction shared by the majority of Government officials that increased care and support is needed in the schooling system; the acknowledgment that Government cannot address the problems in silos (either within or across departments) and that partnerships with civil society are necessary; good human resource capacity in and outside of Government; and relatively large budget allocations to education and social welfare.

However, a serious potential challenge lies in the structural and process-related barriers that the authors identify, such as: the lack of integration of functions within the DoE and across Government departments ("collaboration is not yet systematised and is dependent on the commitment of a few individuals"); the varying capacity of provincial departments of education ("in most provinces little progress has been made to date on mainstreaming care and support"); the lack of multi-sectoral structures; excessively bureaucratic processes that hinder effective delivery; the tendency of politicians and the media to highlight test results at the expense of a more holistic view of schooling; and weak monitoring and evaluation systems (with "little or no evaluation of information collected").

Section seven: SCCFS baseline studies

Introduction

Prior to Programme inception, a national baseline audit was conducted by the Centre for Justice and Crime Prevention (CJCP) for the Department of Education and UNICEF (CJCP, 2007). Province-specific baseline studies were also undertaken by the service providers contracted by UNICEF for Programme implementation in the provinces in which the evaluation was undertaken: in the Northern Cape by Resource Empowerment, Development & Training (RED&T), in the Eastern Cape by Youth for Christ (YFC), and in KwaMashu, KZN and in Limpopo by Link Community Development (LCD). A further study was conducted in Limpopo schools by the University of Pretoria (2006). The key findings of these baseline studies are summarised below. All of the studies indicate the pressing needs in the schools surveyed that justified the implementation of the SCCFS Programme.

The National baseline audit of priority schools

This study conducted by CJCP (2007) collected baseline information to guide the design, implementation and monitoring of the SCCFS Programme and other related initiatives. As a result of the increase in violence within schools the DoE had identified 65 schools in each of South Africa's provinces as priority schools – schools warranting urgent attention to the safety of both learners and educators. The schools selected for the CJCP baseline study were schools where incidents of violence were likely to be frequent.

The study found that weapons were frequently brought into the sample schools for various reasons, including the need to protect the owners on their way to and from school. Violence was not limited to learners on learners, as many learners recorded that they are scared of coming to school because they are afraid of their educators. This fear appeared to have its root in the continued use of corporal punishment and physical abuse, and in sexual relationships reportedly common between male educators and female learners. An increasing number of educators were also being targeted by learners. Specific places both in and outside the school were identified as unsafe, including toilets, gates and open spaces, where gender-related violence and also gang-related violence were reported.

The study found that some provinces are more likely to have certain safety measures in place. However, there are no security guards or patrols in most schools, and fences are often permeable. The levels of violence at some of the schools suggest, however, that the existence of appropriate infrastructure is not in itself sufficient to make schools safer, and that schools need to put in place other measures to improve safety. The report also emphasised the need for the schools to be deeply embedded in the community in which they are located.

Worryingly, the study found evidence of under-reporting in all the schools visited, as not all incidents are brought to the attention of the school principals. Generally, the school environment is such that reporting is discouraged, or mechanisms to facilitate reporting have not been developed. The accuracy of data on levels of violence in schools is therefore in doubt. All the schools reported the need for the DoE to assist in addressing issues of violence and improving security.

Baseline survey for the Northern Cape

A baseline study was conducted by the SCCFS Programme service provider RED&T (2009a) in 141 schools in the Northern Cape Province. In addition to administering a questionnaire, interviews were conducted and a site inspection was carried out at each school.

The major problems identified at the schools include: absenteeism among learners and educators, lack of support staff, unhygienic toilets for learners and educators, lack of documented policies and procedures, lack of fencing and security measures, lack of general safety measures and policies, lack of learning and teaching support materials (LTSMs), lack of telephones, fax machines and internet connections, lack of visits and support from the department, lack of fire extinguishers and lack of sport equipment and extramural activities.

Special and urgent needs identified by the RED&T fieldworkers include: reading skills development for learners, learning skills development, training for school governing bodies (SGBs), team building for educators and management teams, assisting learners with special needs, training for management teams to write business plans to raise funds, and computer skills development for educators.

The following security-related challenges were identified at most of the schools: uncertainty regarding the role of existing security companies, lack of burglar proofing and security doors, lack of fencing, intruders fighting with learners during school hours and vandalism of school property.

A general lack of discipline among learners and educators was observed; prolonged absenteeism was common. Problems associated with initiation ceremonies were reported, since after the initiation boys regard themselves as men and do not obey instructions.

Many learners walked 15 kilometres and more to school and back. School bus services and taxis were reported to be unreliable, unsafe and expensive.

Some schools had not yet received their annual allocation for their feeding schemes. This placed a serious financial burden on the schools that used their own funds to provide food.

The researchers noted poor or too little support from the district offices. Teachers were frustrated because of the lack of support, and also because of the shortage of LTSMs, lack of learner discipline and large classes (with up to 75 learners in one class).

All the schools reported a lack of guidance from parents and guardians and lack of interest in the school. Many schools reported substance abuse by parents and guardians, which led to domestic violence and other social problems. There was little or no community involvement in the schools. The literacy and numeracy levels of the SGB members were generally very poor. There was reportedly very little oversight by SGBs in relation to budgets and strategic planning.

Baseline survey for the Eastern Cape

In the baseline study conducted in the Eastern Cape by the contracted SCCFS Programme service provider YFC (2008), 65 schools were surveyed. One-on-one interviews and questionnaires were used to gather data.

More than half (62.5%) of the schools reported areas that were particularly unsafe for learners. Such areas are toilets, classrooms, sports or playing fields and areas outside of the school gate. The reasons given were outsiders being able to access the school grounds and insufficient staff to monitor unsafe areas. Learners at the schools and outside gang members were believed to be primarily responsible for most of the violence at the schools. Only 58% of the schools reported having controlled access in and out of school; more than a third of the principals (37.5%) were of the opinion that their schools' security measures were not in line with the Regulations for Safety Measures for Public Schools.

Physical violence between learners was a common occurrence at the schools; sexual abuse among learners was also prevalent. More than two-fifths of the principals reported verbal abuse between learners and educators in the past 12 months. One in 20 schools reported that they had in the previous 12 months received reports of learners physically attacking educators at their schools; one in five schools reported that they had in the previous 12 months received reports of educators verbally abusing learners at their schools; 6% of schools reported physical violence perpetrated by educators against learners in the same period. At 15% of the schools physical violence was reported to have increased in the last year; and at 5% of the schools it was reported that sexual violence had increased. The use of corporal punishment was reported in 24% of the schools. At 70% of the schools teasing or emotional bullying among learners was reported.



“... widespread child vulnerability affects many children’s access to education...”

Substance abuse by learners and educators was also a cause of great concern. More than half (58%) of school principals interviewed had received reports involving the use of drugs or alcohol by learners in the previous 12 months; 14% of the principals reported that educators had come to school intoxicated in the previous 12 months.

Learner pregnancies were reported by nearly all principals. The survey found that the following activities were available to learners: sporting activities, debating, choir or drama activities, study groups, religious or faith-based activities, etc. These activities are usually offered to learners after school or over weekends.

Two-thirds of the principals felt that the support given by the district was good, while 17.2% felt that it was very good. For 12.5% of the participants interviewed, the assistance received from the district office was poor, while 5% felt it was very poor.

SGB meetings occurred regularly, and various subcommittees typically addressed financial and disciplinary issues, as well as school policies. The support received from the SGB was commonly perceived as good (52.4% of schools) or very good (33.3%).

Nearly all (90.5%) of the schools surveyed reported being supported by the police, social workers and a district support team; 51% of the schools had been visited by the members of the ‘adopt-a-cop’ programme. In addition to government networks and support systems, the majority (84%) of the schools had established relationships with faith-based organisations within their communities. As a result of this, 90% of the schools were able to refer troubled learners or learners in need to the appropriate services.

Baseline survey for KwaMashu (KZN)

LCD, a contracted SCCFS Programme service provider, conducted a baseline survey in KwaMashu (KZN) in March 2008 to provide a summary of the status of the 25 schools in relation to the SCCFS indicators.

With respect to rights and inclusivity the LCD (2008a) survey found that:

- Corporal punishment was reported in all the schools, although the degree to which it is administered varied from school to school. Learner absenteeism was attributed to the use of corporal punishment.
- In addition to the use of corporal punishment, name calling and “improper educator-learner power relations” (LCD, 2008a:12) were prevalent in seven of the schools, and in one school it was reported that teachers have sexual relationships with learners. Learners in the majority of the schools, however, reported having a healthy relationship with their educators.
- All the high schools visited had Representative Councils of Learners (RCLs) but they were not fully functional at the time of the survey. In some cases learners felt that the School Management Teams (SMTs) did not create a conducive environment for RCLs to flourish. In some cases learners felt that the RCLs were not appropriately capacitated for their task.

With respect to school effectiveness:

- Most of the primary school learners could not read or write in their home language. All of the schools had high failure rates.
- In seven schools, educators did not go to class regularly. The teaching and learning process was disorganised in most secondary schools because the educators were either absent or in the staffroom and not attending to the learners' needs.
- The schools' infrastructure was generally very poor; for example, most of the schools lacked adequate desks, and the majority had broken windows, broken doors and broken ceilings.
- Most of the schools visited were in need of more learning materials; none of the schools had a laboratory.

With respect to safe and caring environments:

- Most of the schools were not safe zones for learners; outsiders entered the schools at will as most of the schools did not have security guards and the fencing was dilapidated. Only seven of the 25 schools were considered to be safe for learners.
- Sexual abuse was prevalent among learners.
- Incidents of rape were reported in all 25 schools. In primary schools it was reported that most of the rape cases are domestic; in the secondary schools they happen more frequently on the school premises and involve learners from the same school and outsiders.
- Due to the high level of substance abuse in the secondary schools, crimes such as stabbing, theft and vandalism were common. Bullying was also common.
- Almost all the schools did not have data on vulnerable learners; they were aware of orphans and learners heading households, but most schools kept no records of this.

With respect to health:

- Most of the schools' toilets were in dire need of repair.
- Seven schools did not have clean running water.
- All but one of the primary schools had a nutrition programme, but in seven schools the learners reported that the food was of poor quality.
- While 18 of the schools had HIV policies in place, respondents indicated that the schools are not well prepared for dealing with learners and educators who are affected by the pandemic. Some of the policies were incomplete, or simply a replication of the department's guidelines.
- The secondary schools had the highest levels of reported substance abuse by learners.

With respect to external relationships and partnership building:

- It was found that in most of the schools district officials were not visible, especially in the schools with the most severe challenges. There are generally poor relationships with the district and infrequent visits; only five schools reported that they received good support from the district.
- SGBs had been established in all the schools. However, a major challenge was low levels of education among SGB members, which reportedly limited their confidence and their ability to steer decision-making. The SGBs in primary schools were reportedly responsive and supportive of the school.

Baseline surveys for Limpopo

The SCCFS Programme in Limpopo started when UNICEF, on behalf of the Limpopo Department of Education, contracted the University of Pretoria to examine issues related to safety for learners in school (University of Pretoria, 2006). The study stressed the environmental (school, family and community) and individual risk factors that threaten the healthy development of the individual, and the protective factors important in building resilience. Schools from three districts in the province – Bohlabela, Sekhukhune and Vhembe – were selected as research sites.

According to the research findings, 87% of respondents felt safe at home, 86% felt safe at school, 85% felt safe in the classroom, 66% felt safe on the playground, and only 61% felt safe on their way to school. Some children indicated that the family home is not always a place of safety. Learners identified the lack of adequate safety orientation, poor role models, aggressive sexual behaviour and HIV/AIDS as possible threats to their safety. Community participation in providing security for the schools was identified as most vital in making schools safe for the learners.

The lack of direct references to HIV and AIDS was felt to be a serious concern. The researchers believed there is a clear need for an integrated HIV and AIDS awareness campaign, which should include dealing with stigma and discrimination and providing for appropriate messaging and employing teachers who are comfortable discussing issues related to HIV and AIDS without passing moral or other judgments.

In another baseline study, LCD (2008b) and the University of Limpopo conducted a study in 75 Limpopo schools which had been selected for participation in the SCCFS Programme. This research aimed to determine the extent to which schools in the study were child-friendly; the main focus was to obtain learners' views about their schools.

Certain challenges were experienced in the course of this research. The research teams experienced suspicion, hostility and interference by educators. The greatest challenge was the physical location of the schools, which were scattered across 47 circuits in all five districts. This meant that the research teams spent a great deal of time travelling to schools and in a few instances arrived late or had to postpone visits.

Despite these difficulties, the study reported an encouraging general finding that learners in the 75 schools value their education and are determined to stay in school. The general picture that emerged was that the target schools are hostile environments where learners face daily discouragements and insecurities. A number of cases of forced sex and other misconduct by educators were reported. Corporal punishment seemed to be widespread across all five districts; verbal abuse was the next most common phenomenon reported. Many schools were reportedly failing to build and reap benefits from school-community partnerships. The researchers reported the need for a concerted intervention by the Physical Resources Unit of the DoE to assist schools with building toilets, putting up fences and renovating roofs.

Section eight: SCCFS service provider reports

Introduction

In this section, we briefly summarise reports produced by the SCCFS Programme service providers. The purpose of this section is to provide a review of the implementation strategies of the Programme at the provincial level. Given that this evaluation focuses on four of the nine provinces (Northern Cape, Eastern Cape, KZN and Limpopo), this section examines implementation of the SCCFS Programme in these provinces. This section also describes the scope of the UNICEF-supported SCCFS initiatives, including information on the service providers, the implementation activities in relation to the set objectives, and achievements and challenges these provinces have experienced in implementing the programmes. It is worth noting that provinces have implemented the programmes for varying lengths of time, with some having integrated elements of the programme with other interventions. The information contained in this section of the document review is drawn from provincial service providers' proposals, minutes and progress reports, and that any evaluative judgments contained in the summaries are not the opinion of the evaluators.

Northern Cape

The SCCFS Programme in the Northern Cape was first implemented in June 2009 in a total of 141 schools, although other provinces had been participating since 2007. After consultation between UNICEF and the Northern Cape Department of Education (NCDoE), RED&T was appointed as the service provider for the design and implementation of the Programme in the province in June 2009 (RED&T, 2009b).



“... facilitators were local people who resided in or near the Programme school clusters.”

RED&T committed a full-time RED&T employee as project supervisor to manage the project. RED&T also appointed two employees to manage and supervise the Programme facilitators. Non-RED&T facilitators were contracted under the direct management and supervision of the service provider for the duration of the project. These facilitators were local people who resided in or near the Programme school clusters.

Planned activities included: conducting a baseline study of all 141 schools (summarised in section five above; training and orienting RED&T project team members on the principles and indicators of the SCCFS; involving NCDoE officials (circuit managers, district officials and provincial officials) in the implementation of the project; training SMTs and SGB members and learners; branding the SCCFS Programme at schools and communities through posters; developing and implementing a ‘scorecard’ system whereby schools are regularly evaluated in terms of the SCCFS principles and rewarded for outstanding work; involving the community through community-based organisations; establishing school-based support structures (e.g. Girls’ Education Movement and Boys’ Education Movement clubs); and developing a “How to ...” manual for the NCDoE (RED&T, 2009c:6-9).

The lifespan of the project in the province was from March 2009 to November 2010. By April 2010 significant progress had reportedly been made, and a mining group, De Beers committed a donation of R300,000 to UNICEF for the expansion of the project in the province (RED&T, 2010:2). The NCDoE and UNICEF added 20 schools (four from each district) to the 141 schools.

The project was not without challenges. Circuit managers reportedly did not participate in all activities, such as accompanying Programme facilitators to schools. Schools complained that circuit managers did not assist them sufficiently in the implementation of the Programme. It was also reported that posters and pledges depicting the six pillars of the programme were, in some schools, lost or damaged.

Eastern Cape

The SCCFS Programme in the Eastern Cape was introduced in November 2007 and was to continue until October 2008. In this province the programme was a partnership between the Eastern Cape Department of Education (ECDoE), UNICEF, and YFC. YFC was appointed as the service provider to supply and deliver monitoring and support services to the ECDoE in the development and implementation of the programme in 69 schools in 15 education districts. Twelve of the 69 schools were also targeted to receive special attention with regard to their poor state of repair, particularly the fencing of school grounds, general school building improvements and the installation of information and communications technology (ICT) laboratories (YFC, 2008). A further 35 schools were brought into the Programme in 2009.

To effectively implement the project in the province, YFC appointed 40 project coordinators who were trained in various aspects of the SCCFS framework, including self-development skills, communication, conflict management and leadership and facilitation skills. The coordinators were allocated to schools, where they managed the Programme activities with support from YFC.

Following the training of SCCFS coordinators, school managers and RCLs, advocacy campaigns were undertaken in the 15 education districts. The ECDoE officials were said to have participated in the campaign, and have continued to be involved in the implementation of the Programme. By the end of 2008, all of the participating schools had established SCCFS committees.

Between Programme inception in 2007 and 2009, the service provider reported a number of achievements:

- An overwhelming majority of schools showed a turnaround in ethos.
- Improved operational management and academic performance were noted.
- Learners became proactive in implementing the six pillars of SCCFS.
- District officials showed support for, and commitment to, the SCCFS.
- About 90% of educators became supportive of the SCCFS Programme.
- The Departments of Home Affairs and Social Development had undertaken a campaign to inform learners of their legal rights with regard to identity documents and child grant applications.
- Schools were able to identify orphans and learners from child-headed households and, in consultation with the Department of Social Development, implemented strategies such as support groups to assist these learners.
- Children who had been sexually abused by relatives were identified and counselling services sought for them. Cases were being reported to the Child Protection Unit of the SAPS.

These successes reportedly encouraged the ECDoE to commit to taking over the payment of the school-based coordinators in the province. As a result, UNICEF agreed to extend the contract with YFC for an additional nine months.

It is important to note that these achievements were not without challenges. The key challenges reported related to lack of cooperation and conflicts among the various stakeholders at the beginning of the project. SCCFS coordinators struggled to get support and cooperation at some schools that did not want to give them space to conduct training sessions as the Programme was not seen as a high priority. Principals in some schools specifically told the coordinators that they did not want the Programme in their school. This caused frustrations, leading to a series of resignations of SCCFS coordinators. It is reported, however, that despite these challenges the Programme has enjoyed success in the province and there is a commitment to continue to support the schools that participated.

KwaZulu-Natal

The SCCFS Programme in KZN was implemented in two districts: KwaMashu in the Pinetown district and Vryheid.

KZN KwaMashu

The KwaMashu Programme targeted the circuit of Mafukuzela-Gandhi, which covers the Inanda, KwaMashu and Ntuzuma areas of Pinetown District. Twenty-seven schools participated in the first phase and 25 schools in the second. The Programme for the first cohort of 27 schools was implemented by CRISP Trust, which was replaced by LCD when the second cohort of 25 schools came into the Programme. LCD continued to provide monitoring and mentorship support services to the first cohort of schools. In addition to the SCCFS Programme, seven of the 25 schools also benefited from an ICT intervention, by agreement between the KZN Department of Education and UNICEF.

To implement the Programme, LCD undertook a sequence of activities. First, a number of consultative meetings were held between LCD, UNICEF and the KZN Department of Education to agree on the broad activity outlines and timeframes for the project. This was followed by advocacy meetings aimed at obtaining stakeholder buy-in (circuit managers, unit heads in the district office, principals, SMTs and SGBs, educators and RCLs). Each of the stakeholders was assigned specific critical roles and responsibilities. LCD was, for example, responsible for the day-to-day implementation of the project and compilation of progress reports. The district officials approved training materials, monitored the implementation process through management meetings and took responsibility for communication with schools.

The SCCFS activities in KwaMashu started with a baseline study of 25 project schools. The baseline included verification of schools' socio-economic needs, the state of management practices, the quality of teaching and learning, relationships between teachers and learners and school-community partnerships (LCD, 2008a). Following the baseline study, a training programme for school stakeholders (SMTs, SGBs, RCLs and Teacher Liaison Officers) was developed for the first and second cohorts of schools. Although training was also planned for district officials, this was not fully undertaken because of poor attendance by officials. Monitoring and support activities were also undertaken by the service provider. LCD visited schools to monitor progress and provide on-site support, and produced monthly progress reports for the district offices and UNICEF.

Despite extensive planning, the Programme in KwaMashu experienced some difficulties. The key challenge reported was the limited timeframe available for implementation (nine months from the baseline study to closure, with three school breaks). This was said to have been too short to achieve any significant results. An additional challenge was the poor attendance at training sessions by school representatives and district officials. This reportedly undermined commitment to the implementation of the Programme. As a result, little or no monitoring and support was provided to the schools. At school level, the leadership style of principals or SMTs and lack of cooperation and commitment also contributed to the slow pace of implementation. Moreover, in some of the schools information about the project was not disseminated to school stakeholders.

Despite the challenges, it was reported that some steps towards making schools child-friendly were taken. The Programme enabled schools to develop specific outcomes to help them implement the Programme, and some district units began to work closely with schools on the attainment of specific deliverables. LCD was able to develop training materials for the various stakeholders. The Programme provided mentoring services to all schools, including the first cohort of schools, with the aim of building capacity to respond meaningfully to the challenges faced by schools in implementing the Programme. There was evidence that some positive changes had taken place in a number of schools in KwaMashu: LCD reported a dramatic decrease (from 25 to nine) in the number of schools administering corporal punishment (LCD, 2008); some schools hired security guards to control access to school premises by undesirable elements; bullying was on the decline and teacher-learner relationships were reported to have improved except in two schools; and some schools reported that they received increased support from the district office (LCD, 2008).

KZN Vryheid

In the December 2009 final SCCFS report (LCD, 2009), UNICEF indicates that the concept of child-friendly schools was 'unofficially' introduced in Vryheid (KZN) in 2004. In 2005, UNICEF organised a workshop for district officials and educators to officially introduce the Programme. The Media in Education Trust (MiET) was initially contracted to implement the project for a period of one year from 2005 to 2006. Twenty-five schools in the Paulpietersburg circuit were selected to participate in the pilot Programme. Although no significant activities were undertaken at this stage, an additional 63 schools from Paulpietersburg and a further 16 schools from the Pongola areas were added to the project in 2007. In 2009, UNICEF expanded the Programme to four more circuits (Nongoma, Mahlabathini, Pongola and Bhekuzulu), each with 30 schools. In total, 224 schools participated in the Vryheid SCCFS Programme (Mabuchi, 2009:1).

A retired district official was appointed as the service provider for the Vryheid intervention, which was jointly managed by the Vryheid District Office and UNICEF (UNICEF, no date:1). The Programme also appointed circuit coordinators who provided direct support to schools and monitored progress. The service provider gave overall support in the development and implementation of the Programme by focusing on the following key activities:

- Plan with the district office and UNICEF the implementation and monitoring of SCCFS as per the national framework, identifying the key areas of support.
- Review the original baseline of each school with the DoE, the districts and schools involved and identify possible gaps and add information required based on the SCCFS requirements.
- Provide training and capacity building to Vryheid district officials, master trainers, SGBs and other community and traditional structures.
- Provide support to the district office, individual schools and circuit personnel on the implementation of the SCCFS Programme, including on-site support, guidance and orientation sessions where needed.

- Assist the district office in developing and integrating a district-based monitoring and evaluation framework and system for the SCCFS Programme.
- Develop a record-keeping system and keep records on Programme implementation, assisting districts and schools to develop sustainable and replicable models for SCCFS in the province. (UNICEF, no date)

Interventions by the service provider included conducting capacity building workshops and meetings for school stakeholders (SMTs, SGBs, educators and RCLs). Four sets of meetings were held with SMTs and SGBs; particular attention was given to meetings and workshops in the newly added circuits of Nongoma, Mahlabathini, Pongola and Bhhekuzulu, in which the 120 new schools were located. The key success reported in these four circuits was that all 120 schools were able to develop their own action plans by the end of the Programme intervention. Some of these schools started school gardens to contribute to feeding orphaned and vulnerable children (OVCs). Schools in the Mahlabathini circuit were said to have been doing well partly because of the strong leadership in their circuit office.

Providing monitoring and support services to each participating school was identified as a key challenge. It was reported that monitoring did not take place during 2009.

Limpopo

The SCCFS Programme in Limpopo was implemented by LCD (2008b), contracted by UNICEF on behalf of the Limpopo Department of Education (LDoE), with the assistance of the University of Limpopo. The Programme was scheduled to run from April 2008 until December 2009. A total of 75 schools were selected by the LDoE; the selection criteria are not stated in the reports reviewed, but it is clear in the analysis and findings that follow in subsequent chapters that the schools operated in conditions of extreme poverty. Thirteen primary schools and 62 secondary schools were selected, located in 47 circuits in five school districts. The Programme goal was to transform the schools into environments that “allow children to flourish and develop their full potential” (LCD, 2008b: 2). The five districts were Mopani, Waterberg, Vembhe, Greater Sekhukhune and Capricorn.

Due to the late commencement and the slow pace at which Programme activities unfolded, LCD signed a Project Cooperation Agreement with UNICEF in mid-2009. This agreement enabled LCD to continue running the Programme beyond the initial timeframes at no extra cost, and to provide monitoring and support to schools during 2010. This support could have been sustained until the end of 2010, but a teachers’ strike in the third quarter of 2010 was a serious impediment.

The first phase of Programme implementation comprised a baseline study, undertaken by LCD in September 2008. In the second phase, briefing sessions were held (in March and April 2009) with officials from the five districts. At these meetings the officials were informed of the baseline study findings. In the third phase all 75 schools were visited to report back on the baseline report findings; in the course of these visits schools were briefed about the Programme and encouraged to begin their own planning processes for its implementation. In the fourth phase SMTs from 150 schools were trained (including 75 schools working with an Irish Aid project). In the final phase, a second round of school support visits followed up on the work undertaken in the SMT training phase; this final activity was undertaken from September to mid-October 2009.

LCD has reported a number of challenges in Programme implementation:

- A major challenge was the geographical spread of the 75 schools, particularly those in the Vhembe and Mopani districts. Communication across these far-flung areas, especially with schools that did not have electronic or telephonic communication, proved extremely challenging.
- Many school staff members were reportedly not aware of key policies on issues such as pregnancy among learners, learners with special needs and corporal punishment.
- There were low levels of parental involvement and learner involvement in school decision-making.
- There was a lack of strategic partnerships with community role players.
- There was a “woeful” lack of attention to Life Orientation.
- Learners were not reading, writing or calculating every day; their main learning activity was listening to the teacher.

Despite these challenges, LCD claims to have been successful in implementing the Programme. According to LCD report for the period 1 February – 14 September 2009 (LCD, 2009), marked improvements were achieved, particularly in relation to school infrastructure, although no statistics are given in the report. High schools were reported to have achieved improvements in their Grade 12 results. Good progress was also reported in relation to security and hygiene. Link Community Development was confident that further improvements would be achieved with continued implementation of the Programme, especially through further training and on-site support for the participating schools.

Section nine: Summary of the strategies of the SCCFS Programme service providers

This section provides summaries of the various strategies adopted by the SCCFS Programme service providers.

RED&T

RED&T was contracted by UNICEF, on behalf of the NCDDoE, to implement the SCCFS Programme in 141 schools in five education districts in the Northern Cape in 2009. A further 20 schools were added to the Programme in 2010 as a result of the success of the Programme. The key components of the RED&T (2009a) model are as outlined below:

- Planning and establishing a steering committee made up of the Northern Cape Education Department, UNICEF and RED&T to oversee implementation
- Orientation of RED&T personnel and facilitators
- Introduction letters to schools and district offices
- Preparation and introduction of promotional material (e.g. 'pledge certificate')
- Designing, conducting and reporting on baseline studies
- Training of educators from the selected schools and selected officials from the district offices on the principles of child-friendly schools
- Regular meetings with UNICEF and the NCDDoE
- Developing a compact disk with "codes of best practice" to be handed to all schools and adapted by the schools based on their circumstances
- Conducting case studies on the effects of SCCFS in the selected districts
- Developing a manual for implementing SCCFS in several official languages
- Developing a scorecard to evaluate progress in implementing the SCCFS principles in schools
- Exposure of the NCDDoE officials and circuit managers to the Programme.

The key interventions in the Programme were:

- A school management training seminar
- A seminar for school secretaries
- Career guidance for Grade 11 learners
- Subject choice testing for Grade 9 learners
- Learning skills development
- Subject-specific workshop for learners
- Teacher workshops in specific subjects
- The development of a subject-specific DVD for high school teachers
- Management team training
- A team building programme
- An anti-bullying programme for all schools.

YFC

YFC was contracted by UNICEF and the ECDoE in 2007 to supply and deliver monitoring and support services in the development and implementation of the SCCFS Programme in the Eastern Cape. The Programme began in 2007 with 69 schools that were selected from 15 education districts. Twelve of these schools were in a poor state of repair and were given special attention. A further 35 schools were brought into the Programme in 2009.

The key components of the intervention were:

- A consultation workshop
- Development of indicators for giving ownership of the Programme to each of the 69 schools initially selected
- Development of a mentoring and monitoring plan
- Development of an accountability strategy by involving the participation of the provincial education department (PED) district offices in the Programme
- Development of HIV/AIDS strategies
- Organising district advocacy meetings with local education officials
- Selection by districts of neighbouring schools for a SCCFS twinning programme
- Providing training manuals for SCCFS coordinators and for each school
- Conducting training workshop for all SCCFS workers and five cluster directors to prepare them and update them on the goals and objectives
- Implementation by SCCFS coordinators of the goals and objectives of the project in the participating schools
- Advocacy process with the schools
- Regular meetings with the schools on progress.

The key interventions of the Programme were:

- Mentoring
- Development of a HIV/AIDS strategy
- Advocacy meetings
- Twinning schools in the Programme with those in their immediate vicinity
- Training manuals
- Workshops
- Regular meetings.

LCD

LCD was contracted to implement the SCCFS Programme in two districts in KZN, namely KwaMashu and Vryheid. In KwaMashu, 52 schools were involved in the project, 27 of which had been involved in an intervention in the previous year with another service provider. LCD took over these 27 schools as part of their Programme when they were appointed in 2007. In Vryheid, where a retired district official was appointed as the Programme coordinator, a total of 224 schools participated in the Programme.

In Limpopo LCD and the University of Limpopo were contracted to implement the SCCFS Programme in 75 schools across five education districts. The implementation of the Programme was similar to that in KZN KwaMashu.

The key components of the Programme are outlined below:

- Development of an implementation plan
- Consultations with UNICEF and the KZN Education Department on the implementation plan
- Workshop on the areas of needs identified

- Consultation with target schools on the implementation plan and adoption
- Conducting a baseline survey to assess the current level of child friendliness of the schools
- Use the baseline to develop a broad training programme
- Compile a training resource guide for training of schools
- Development of case studies
- Conduct and compile the final evaluation of the performance of all the schools in the Programme
- Prepare for an end-of-Programme seminar to disseminate the findings.

The key interventions in the Programme were as follows:

- Review of school procedures and culture to identify areas for basic improvement
- Physical improvement on school infrastructure especially in schools that were part of QIDS UP project
- Training of district officials, principals and heads of departments in data collection and utilisation so that the intervention could be monitored and managed at school level
- Leadership and management capacity building for district officials
- Conducting leadership and management training for SMTs
- Conducting leadership training for RCLs
- Mainstreaming school safety , health and nutrition and management of HIV/AIDS
- Providing support visits and mentoring all schools included in the Programme.

Conclusion

This review of relevant documentation has identified a high degree of consistency between the UNICEF-supported SCCFS Programme in South Africa and CFS programmes in other countries. The review also shows that CFS programmes have been effective globally and are supported by research into school effectiveness. The core Programme framework suggests that a school should be:

- Rights-based and inclusive
- Effective
- Safe, protective and supportive
- Health-promoting and health-seeking
- Gender-sensitive and gender-promoting
- Partnership-building.

The review has shown a high degree of synergy between the SCCFS Programme goals and South African Government strategies in crime prevention, provision of health services and improvement in school education, all of which stress the importance of community involvement, as does the SCCFS Programme. The review has paid particular attention to the synergy that exists between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a). However, relevant cautions must be noted, related to serious barriers in the way of effective Programme implementation, such as the lack of integration of functions within and across Government departments and the need to strengthen schools' internal capacity for teaching and learning and management and leadership.

The review also shows, in the summaries of the baseline studies that were undertaken prior to Programme inception, that the Programme was highly relevant in the selected schools because of the difficult socio-economic circumstances in which they operate, and the resultant social problems they experience. Finally, the review has summarised the various strategies that were adopted by the Programme service providers to address these challenges from 2007 to 2009.

In Chapter 2 we describe the purpose, objectives and scope of the evaluation, and in Chapter 3 we outline the methodology that was used to evaluate the extent to which the SCCFS goals were achieved.



02

Purpose, objectives
and scope of the
evaluation

The evaluation assesses the relevance, efficiency, effectiveness, impact, sustainability and replicability of the UNICEF-supported SCCFS Programme, which was implemented in five South African provinces (Eastern Cape, KZN, Limpopo, Northern Cape and Western Cape) between 2007 and 2010. The purpose of the evaluation has been to assess whether the implementation of the Programme and specific interventions are aligned with Government's plans and existing programmes, and to support the Government's five-year plan (2011-2015), UNICEF's bridge Country Programme for 2011 and its Country Programme for 2012-2014. The results of the evaluation may also support the promotion of the CSF framework in other countries.

The scope of the evaluation excluded the Western Cape because of the delayed commencement of the Programme in this province. The evaluation entailed in-depth and systematic investigation of 37 schools (31 Programme schools and six non-Programme schools) in four of the five provinces, using a mixed-methods case study approach that is described in detail in Chapter 3 below.

The overall objectives of the evaluation were to:

1. Assess the intended and unintended effects of the SCCFS Programme (from 2007 to 2010) on (i) the functioning of schools; and (ii), the outcomes for children who have participated in the Programme, examining all aspects of programme decision-making and implementation and, ultimately, assessing the extent to which schools have improved against Programme indicators in terms of the baseline.
2. Identify and assess the mechanisms and triggers that have brought about such outcomes, whether these are intrinsic to the Programme or not.
3. Provide evidence of Programme benefits and critical bottlenecks affecting implementation in the participating schools, helping the Government to make informed decisions about how to further improve the Programme and consider expanding its reach to a larger number of schools nationwide.
4. Support the development of an investment plan (2011-2015).

Evaluation criteria

The evaluation criteria included:

- Relevance: How relevant has the SCCFS framework been in contributing to the improvement of teaching and learning in the participating schools?
- Efficiency: Could the Programme have achieved better results for the same cost, or similar results at less cost? (This criterion relates to objectives 3 and 4 above.)
- Effectiveness: Were the intended results achieved? (This criterion relates to objective 1 above.)
- Impact: What was the impact of the Programme in terms of creating school environments that are conducive to teaching and learning, and on learning performance? (This criterion relates to objective 3 above.)
- Sustainability: What mechanisms have been established to ensure sustainability beyond the period of UNICEF support, and what is the likelihood of the Programme being sustained? (This criterion relates to objective 3 above.)
- Replicability: Is the Programme replicable on a large scale to respond to South African children's needs for quality education? (This criterion relates to objectives 3 and 4 above.)
- Alignment: Are the Programme principles and specific Programme interventions aligned with Government's plans and existing programmes? (This criterion relates to objectives 3 and 4 above.)

The above criteria are related in the evaluation findings where applicable to the broad evaluation questions that follow.

Questions informing the evaluation instruments

The following broad questions (based on the SCCFS principles) informed the design of the evaluation instruments:

- To what extent is the schools' environment rights-based and inclusive?
- How effective are the schools?
- How safe, protective and supportive are the schools?

- How gender-responsive are the schools?
- To what extent do the schools seek and promote health?
- How effectively do the schools build partnerships?

Respect for human rights

Respect for human rights was ensured by guaranteeing the anonymity of all respondents and maintaining strict confidentiality in the gathering and storing of all data. A gender-sensitive approach to focus group interviews, balancing the numbers of male and female respondents, was applied as far as possible.

All of the fieldworkers had extensive experience in working with children in research studies; during the fieldworker training reference was made to UNICEF guidelines on conducting research with children (UNICEF, 2002). Referring to the Convention on the Right of the Child, this Technical Note points out that “children’s views must be considered and taken into account in all matters that affect them” (UNICEF, 2002:1). Article 13 of the Convention, however, notes that “their participation is not a mere formality; children must be fully informed and must understand the consequences and impact of expressing their opinions. The corollary is that children are free to not participate, and should not be pressured” (UNICEF, 2002:2). Consequently, the participation of Grade 6 and Grade 11 children in the focus groups was voluntary, and fieldworkers ensured that although the learners were randomly selected from the class list, they were free to refuse to participate.

Oversight of the evaluation

Oversight of the evaluation design and process, including approval of the sample frame and the evaluation instruments, was provided by the Evaluation Steering Committee comprising representatives of UNICEF South Africa and of the national DBE. A results-based approach to the management of the evaluation was adopted, with the following key milestones itemised in a detailed work plan approved by the Steering Committee:

- Approved evaluation methodology and data collection instruments
- Qualitative and quantitative datasets generated
- Preliminary evaluation report
- Preliminary financial analysis
- Presentation of the draft reports
- Final report (evaluation and financial analysis)
- SCCFS financial analysis.

Conclusion

In this chapter we have noted that the evaluation assesses the relevance, efficiency, effectiveness, impact, sustainability and replicability of the SCCFS Programme. The purpose of the evaluation was to assess whether the implementation of the Programme and specific interventions are aligned with Government’s plans and existing programmes, and to support the Government’s five-year plan (2011-2015), UNICEF’s bridge Country Programme for 2011 and its Country Programme for 2012-2014. The results of the evaluation may also support the promotion of the CFS framework in other countries. The specific objectives, scope and intended outputs of the evaluation have been presented. Ethical issues have also been addressed generally and with specific reference to the participation of children in the research.

In Chapter 4 the views of key respondents (UNICEF, Departments of Education and implementing partners) are presented. Chapter 5 presents the results of a quantitative survey conducted in 31 Programme schools and six non-Programme schools. Chapter 6 presents the qualitative data gathered in the 37 schools. Chapter 7 contains the evaluation findings, and Chapter 8 a financial analysis of the Programme. Conclusions are presented in Chapter 9 and recommendations in Chapter 10. Lessons learned are presented in Chapter 11.



03

Evaluation
methodology

Broad evaluation approach

Using a mixed-methods approach (entailing quantitative and qualitative research), the evaluation was intended to generate triangulated perceptions of key role players in the school communities, including learners. It was also intended to provide possible explanations from observations in response to the following broad areas of investigation:

- The historical, political and socio-economic context of each school (including the geo-political context, e.g. rural versus urban)
- Programme inputs and activities available to the school, including support provided by Programme service providers and district offices
- Relevant inputs which can be attributed to sources other than the Programme
- The processes of management, leadership and governance at the school, including the extent to which school-based financial management is supportive of Programme implementation
- The processes of learning and teaching in the classroom, including treatment of learners by educators in class, as well as learning achievement in terms of assessment and examination results
- The general culture, ethos, and environment of the school (including respect for and empathy with learners beyond the classroom, and school security)
- The Programme outcomes and outputs achieved at the school (such as rights-related attitudes of educators and learners and health benefits).

The financial analysis presented in Chapter 8 comprised:

- Scrutiny of the expenditure per school (whether this involved paid implementation partners or other strategies)
- Analysis of the relationship between expenditure and results, drawing on field findings in sampled Programme schools.

The combination of financial analysis and field data analysis will help to ascertain what kinds of intervention (and at what cost) lead to changed attitudes and improved levels of school effectiveness that the project has sought to attain. We note that Government investment in school improvement is fairly uniform (within a paradigm of redress-based funding) and that how Government and non-government resources are used is a more important question than the availability of resources, given the relatively high levels of Government expenditure on school education. A related issue is that non-government expenditure on schools is very small relative to Government expenditure, and a question to be answered through the evaluation is what difference the project expenditure (applied using different strategies) has made. For example, it may be the case that 'doing things differently' – e.g. reallocating roles at district level) has a greater impact than increased expenditure.

Evaluation methods

The evaluation used a case study approach. This involved an in-depth and systematic investigation of 37 schools (31 Programme schools and six non-Programme schools). Each school case study sought to understand certain features (or sets of features) that contribute to relative success or failure in achieving the Programme outcomes.

Both qualitative and quantitative data collection approaches were used. The quantitative approach provided a basis for statistical analysis of school characteristics, while the qualitative approach provided deeper and more meaningful insights into relevant school phenomena. Both approaches have helped to distinguish between the successes (and success factors) of Programme and non-Programme schools in terms of the SCCFS principles.

Two fieldworkers (one senior and one junior) spent two days in each of 37 schools, after piloting the instruments in two further schools. Three data collection methods were applied: self-completion questionnaires (used to support the quantitative approach), and interview schedules and observation schedules (used to support the qualitative approach). To support triangulation of the data

collected, similar data were collected from different respondents. The research instruments (see Annex 2 in separate document) consisted of:

- Interview schedules (school principal, educators, learners in grades 6 and 11, SGB members, department of education and district personnel, implementing partners, key external role players and stakeholders)
- Observation schedules (school documentation, site observation, lesson observations)
- Self-completion questionnaires (educators and Grade 11 learners)
- A case impression report, that was drawn up by the senior fieldworker for each school after consultation with the junior fieldworker, based on the data obtained through the other instruments.

All interview schedules were semi-structured, containing questions based closely on the key Programme outcomes; however, fieldworkers were trained to allow a relatively open interview agenda to enable respondents to raise their own relevant concerns.

Data analysis

The quantitative scores (out of 5) presented in Chapter 5 are derived from teachers' and learners' responses per school to the closed-item questionnaires. In the raw data, the score for each question was captured such that the most positive response was assigned a value of 5 and the least positive response was assigned a value of 1. All values were then added to a total score with a maximum possible value of 5, multiplied by the number of questions that were relevant to a given Programme principle. For each principle, an index was computed – the six indices are presented in Chapter 5. Thus, for example, there were 16 questionnaire items relevant in the construction of the Rights Index presented in Chapter 5 there were 16 items (maximum value 80), and for the Effectiveness Index there were 18 items (maximum value 90). The computed value was then divided by the number of items in the index to standardise the index score to a maximum score of 5.

The statistical technique used in determining the level of significance of differences between the mean values of variables (see Chapter 5) was analysis of variance (ANOVA). The dataset was analysed using the Statistical Package for the Social Sciences (SPSS) and the pre-programmed SPSS formulae for ANOVA were applied to the data. In instances where the significance (sig) value is reported in Chapter 5 as being less than 0.01, the difference is statistically significant and not a consequence of any chance occurrence.

The qualitative data were captured in the field by the researchers. Interview data were coded by the senior researcher in each team, and the senior researcher also produced a case impression report summarising the key issues per school in relation to the six Programme principles. The research team then organised and analysed the coded interview data and produced a case study summary per school (see Annex 3 in separate document), drawing additionally on the site observation data, the review of school documentation and the lesson observations. Each school was then assigned a qualitative score out of 5 for the relevance of the Programme, performance in relation to each of the six Programme principles, and the effectiveness of the Programme strategy in the school (where 5 means highly relevant or highly effective). This enabled the research team to identify the best- and worst-performing schools in relation to the Programme principles; the 37 sample schools are ranked in Chapter 6. Summaries of the key features of the six highest-ranking schools and the five lowest-ranking schools were then developed, in order to illustrate the reasons for effective and ineffective school performance. The Programme schools were then ranked in relation to the effectiveness of the Programme strategy per school, and the seven most effective strategies were identified (see Chapter 6).

This analytical work supports the findings presented in Chapter 7, where we note that:

- The qualitative scores assigned to each school are not of the same order as the significance scores in the quantitative data analysis. The value of the qualitative scores lies in their cross-school comparative perspective.
- By contrast, learners and teachers who submitted the closed-item questionnaires from which the quantitative data were drawn, were immersed in their particular environments, and largely (certainly in the case of most learners) unable to compare their environments with others.



“... interview schedules were semi-structured, ... however, fieldworkers were trained to allow a relatively open interview agenda to enable respondents to raise their own relevant concerns.”

→ Therefore, although triangulation is appropriate (and has been effected) within each dataset, it is inappropriate in this study to triangulate the quantitative and qualitative datasets, as they have distinct purposes. The former gives a quantified picture of learners’ and educators’ perceptions of their schools with respect to each of the Programme principles; the qualitative dataset enables us to assess the various Programme strategies that were adopted and analyse the factors at work across the schools that promote or militate against the Programme principles.

The sample frame

The following sample of schools from each participating province (31 Programme schools and six non-Programme schools) were approved by the Evaluation Steering Committee:

Table 1: List of sampled schools

Name of school	Programme school? (P = Programme school)	Province
Lucretia Primary School (pilot school)	P	Northern Cape
EMang Mmogo High School (pilot school)	P	Northern Cape
!Xunkheswa Combined School	P	Northern Cape
Riverside High School	P	Northern Cape
Saul Damon High School	P	Northern Cape
Matjieskloof Primary School	P	Northern Cape
Reneilwe Senior Primary School	P	Northern Cape
Redirile Senior Primary School	P	Northern Cape
Masiza Primary School	P	Northern Cape
Thabane High School	P	Northern Cape
Rietvale Sekondere Skool	NP	Northern Cape
Steinkopf High School	P	Northern Cape
Garies High School	P	Northern Cape
Tshwarelela Primary School	P	Northern Cape
Kim-Kgolo Primary School	P	Northern Cape
Dzwaboni Secondary School	P	Limpopo
Makgofo High School	P	Limpopo
Nkgonyeletse Senior Secondary School	P	Limpopo

Name of school	Programme school? (P = Programme school)	Province
Makgane Primary School	P	Limpopo
Tibamoshito Primary School	P	Limpopo
Phokoane Primary School	P	Limpopo
Magomani Primary School	P	Limpopo
Ramotshinyadi High School	P	Limpopo
Makhutjisha Secondary School	P	Limpopo
Langa Secondary School	P	KwaZulu-Natal
Enhlanhleni Secondary School	P	KwaZulu-Natal
Gelekedle Secondary School	NP	KwaZulu-Natal
Ivuna High School	NP	KwaZulu-Natal
H. Mantshinga Combined School	P	KwaZulu-Natal
Misty Ridge Primary School	P	KwaZulu-Natal
Maria Louw Senior Secondary School	NP	Eastern Cape
Manzezulu Senior Secondary School	P	Eastern Cape
Nchafatso Primary School	NP	Eastern Cape
Pelomosa Primary School	NP	Eastern Cape
Kuyasa Senior Secondary School	P	Eastern Cape
Khotso Junior Secondary School	P	Eastern Cape
Matsa Senior Secondary School	P	Eastern Cape
Motherwell High School	P	Eastern Cape
Vulindlela Junior Secondary School	P	Eastern Cape

The Western Cape SCCFS schools were excluded as the Programme only commenced in 2009 and no detailed baseline studies were available.

The sample contained approximately 4% of Programme schools and approximately one non-Programme school for every six sampled Programme schools. This was a purposively constructed but stratified sample – Programme schools were stratified in terms of their socio-economic and geographical contexts (e.g. rural/peri-urban/urban) and level (primary/secondary schools). Non-Programme schools were selected for their contextual similarities with respect to the Programme schools in the same province. The relatively small size of the total sample permitted in-depth investigation of each school.

It was agreed with the Evaluation Steering Committee that the sample should comprise only schools with similar levels of intensity and consistency in terms of Programme support, which was advisable (given the sample size) to avoid further stratification.

Limitations of the evaluation methodology

It was decided, in agreement with the Evaluation Steering Committee, that the evaluation would be based on a relatively small sample frame. However, the small sample enabled a thorough, in-depth investigation of the selected schools using a mixed-methods approach (see presentations of the quantitative and qualitative datasets in Chapters 5 and 6 respectively). We believe that the depth of interpretation achieved outweighs the relatively small size of the sample, and that the sample size was appropriate particularly because it enabled a thorough analysis of causal factors impacting on the success of the Programme.

A second limitation is that the evaluation methodology, characterised broadly by a case study approach in a sample of schools, did not allow verification of the Programme's reach – for example, in terms of materials that were made available to schools, or the numbers of teachers and officials trained. However, as with the first limitation above, the depth of interpretation achieved outweighs the disadvantages of lack of data on Programme reach.

A final limitation is that it was agreed by the Evaluation Steering Committee in the design stage that the evaluators would assume that Government expenditure is relatively uniform in schools in the lower quintiles, and that we would therefore examine, in the financial analysis, the potential value added by external partners rather than Government funds allocated to participating schools.

Conclusion

This chapter has described the evaluation methodology, in which the central feature was a case study approach that enabled systematic, in-depth analysis of 37 schools, of which six were non-Programme schools to facilitate comparison with schools which received little or no external support. Both qualitative and quantitative data were gathered. The quantitative approach provided a basis for statistical analysis of school characteristics, while the qualitative approach provided deeper and more meaningful insights into relevant school phenomena. Both approaches have helped to distinguish between the successes (and success factors) of Programme and non-Programme schools in terms of the SCCFS principles. It is noted that a limitation of the evaluation methodology is that the sample frame was relatively small, but that the small sample enabled a thorough, in-depth investigation of the selected schools using a mixed-methods approach. A further limitation is that verification of Programme reach was not possible, but again the depth of interpretation achieved outweighs the disadvantages of lack of data on Programme reach. A final limitation is that it was agreed by the Evaluation Steering Committee in the design stage that the evaluators would assume that Government expenditure is relatively uniform in schools in the lower quintiles, and that we would therefore examine, in the financial analysis, the potential value added by external partners rather than Government funds allocated to participating schools.



04

Government, UNICEF
and implementing
partner respondents

Introduction

In addition to the school-based fieldwork, the results of which are presented in Chapters 5 and 6, key Programme role players and stakeholders interviewed included DBE personnel, UNICEF personnel, provincial department of education personnel, Programme implementing partners and district officials. These respondents provided insights into:

- The intended aims of the Programme
- The roles of the various players
- Variation in Programme implementation per province
- Programme impact and challenges
- Lessons learned
- Programme sustainability.

Aims of the Programme

DBE respondents noted that the department had, in 2006, identified the need for a comprehensive approach to creating safe and effective schools. This followed on a Ministerial project on school safety and security. It was also reported that UNICEF had funded research (undertaken by the Centre for the Study of Violence and Reconciliation) and the findings from this research had also been used to refine the objectives of the SCCFS Programme. The department's strategy was premised on the notion that the crime and violence that affects schools originates in the communities in which the schools are located. Therefore, any strategy aimed at making a school safe needed to address itself to the whole community in which the school is located. The respondents also articulated the importance of "seeing the child in the centre". This became the impetus for the department to participate in the Programme as a means to ensure the delivery of quality teaching and learning for the children. The SCCFS objectives were developed jointly by the DoE and UNICEF with these considerations in mind.

A UNICEF respondent summarised the intent of the Programme as follows:

"The Programme is nothing more, nothing less than Government policy. The SCCFS Programme provides an organising construct for implementing Government policy. Almost without exception, when I ask school principals what they like about this Programme they say that it puts all policies and indicators that Government is looking for into one document, making it easy to understand and implement."

The same respondent reported that from the outset UNICEF engaged with the DoE (now the DBE) around issues of school functionality and safety. The SCCFS Programme was conceptualised as an organising construct framed by six principles:

- A rights-based inclusive school
- An effective school
- A safe, caring and supportive school
- A health-seeking and health-promoting school
- A gender-sensitive and gender-promoting school
- A partnership building school.

This required interaction with a variety of role players:

"Within this framework, we of course delved into a range of issues, such as school leadership and school management to make schools more effective; we also worked with SGBs on leadership issues and with teachers regarding effective teaching methods and with communities to support orphaned and vulnerable learners to get kids to stay in school."

Above and beyond the school-based interventions, an overarching aim expressed by UNICEF was to support Government in its effort to implement effective education:



“... department respondents’ understanding of the Programme was largely framed in terms of school safety...”

“The overall objective was to put all the policy pieces together in one whole, to strengthen and integrate aspects of Government policy.”

The key objectives of the Programme were reported by UNICEF as follows:

- “The first and most important object of the Programme is to ensure that already existing child-friendly / child-centred policies of the DBE and the Government as a whole are implemented in a coherent, easy to understand way.”
- “The second is to improve teaching and learning performance.”
- “The third is to look at social issues that coincide with learning, for example violence, teacher absenteeism and safety, so as to make school a place of choice and a place where children feel safe.”

Programme roles

Although the six Programme principles embrace a range of concepts, the department respondents’ understanding of the Programme was largely framed in terms of school safety, which was the brief of their directorate. For example, one of the key interventions made by this directorate pertains to the linking of schools to police stations to strengthen the physical security of schools. Other directorates involved in the Programme were responsible for health promotion, gender and race, values and inclusivity. However, the respondents reported that there was no formal mechanism or forum in which the work of the four directorates was integrated or communication regarding the Programme shared.

Three key roles were reportedly played by UNICEF in the implementation of the Programme. The first was advocacy:

“Promoting the importance of ‘raising the base’, bringing up the ‘bottom schools’, those identified by the DoE as being most at risk.”

The second role was facilitative, funding implementing partners rather than schools directly. UNICEF facilitated the Programme by:

- “Building relationships with the PEDs to ensure systemic uptake of the Programme.”
- “Providing technical support and expertise in terms of the concepts that underpin the notion of child-friendly schools.”
- “Providing support to unlock blockages in the system by liaising with and eliciting support from heads of department (HODs) in the PEDs.”

The third role pertains to monitoring, which was done at two levels. The DoE through the PEDs had the responsibility for monitoring implementation in the schools. UNICEF had the responsibility of monitoring the implementing partners. This entailed:

- “Visits to all PEDs.”
- “Monitoring that agreements with implementing partners were met. They were required to provide six-monthly financial reports and quarterly narrative reports. If problems were being encountered we would meet with them and ask the difficult questions and try and sort out the problems. We also did some random checks by visiting schools.”

A Technical Steering Committee was reportedly established in each province, and met monthly. Minutes of the meetings were submitted to UNICEF. These committees comprised representatives from the PED, the districts in which the Programme was being implemented and the implementing partner. Sometimes the UNICEF Education Specialist would also attend these meetings. Quarterly narrative and financial reports were submitted to UNICEF by all the implementing partners. UNICEF disbursed funding on a quarterly basis on receipt of these reports. The narrative reports were also sent to the Government counterparts (the directorate responsible for the Programme in each PED).

Reflecting on the roles played by the national and provincial departments of education and the districts, a UNICEF respondent felt that their efficacy varied. After close engagement with the DoE in developing the initial Programme guidelines and getting them signed off, a change in senior management reportedly led to a decrease in DoE participation:

"There was a change in guard [with] a new Director-General (DG) and the DoE disengaged, but the PEDs had already moved forward, so the Programme continued. [However] implementation varied from province to province."

It is apparent that relationships between UNICEF and the PEDs fluctuated depending on who was in which position. The relationship was described as "on/off" or "stop/start" because of changes in departmental management positions. The national DoE (now DBE) had been very supportive:

"They embraced the Programme... They knew they needed to do something about the violence in schools. They worked hard with us on preparing the manual."

DBE respondents explained that the national department was not in a position to "dictate" to the PEDs. Rather, they saw their role as "trying to get buy-in from the political heads of the PEDs" and "negotiating and working with PEDs to get them to collaborate with UNICEF". They reported challenges created by the fact that school safety is differently located and even differently named in the various provinces. For example, in Mpumalanga, school safety falls in the directorate of school governance; in North West it falls under district management; in the Western Cape it is a special unit in the member of the executive council (MEC's) office; and Gauteng has only just established a school safety directorate. They felt that "in some provinces school safety is viewed as an add-on function and is not properly budgeted for."

The DBE respondents said that they used the reports from the PEDs detailing Programme progress and challenges to monitor implementation. The reports also helped the national department identify where additional support was needed. When asked what kind of support the national department would provide, the respondents commented on the need to involve all tiers of government in the implementation of this type of programme. They explained that the national department's role was to liaise with the HOD of the PED and where possible to encourage provinces to "fast track" such initiatives. They acknowledged, however, that implementation in the provinces happened at district office level. However, how this happened and the degree of success varied a great deal from province to province. They felt that "there still needs to be much more debate about issues in the provinces and at district level to get buy-in." They argued that "people need to see the research findings on crime and violence, and the academic records of these schools."

Variation in Programme implementation by province

The DBE respondents felt that to a certain extent the provincial focus was determined by circumstances in each province. For example, in the Northern Cape there was reportedly "a big issue with school children getting caught up in taxi violence", and so a special programme was developed to address this. In the Western Cape the Programme focus was on drug abuse in schools because of the influence of the drug gangs on the Cape Flats. The respondents also commented that while it was important that each provincial strategy should address the broad national objectives of the Programme, it was not considered necessary for each province to necessarily address all of the objectives. This was informed by the fact that "each province is unique and has its own challenges". Other factors contributing to variation in the provincial implementation strategy included "lack of resources, capacity and the focus of particular non-governmental organisations (NGOs) working in particular provinces".

Variation in implementation at provincial level was confirmed by the UNICEF respondents. In Limpopo it was reported that there were changes in the location of the Programme within the department and that although PED officials were committed, they were “not always the right people for the job”. The demotion of the PED official who eventually took responsibility reportedly complicated matters. Despite this difficult situation the PED official continued to work on the Programme, and reportedly collaborated effectively with the implementing partner in the province despite having little say overall in Programme implementation.

The effects of this difficulty, however, may have trickled down to district level. A district official in Limpopo reported that district participation in the selection of Programme schools was poor. Schools were in fact selected by the former MEC for Education, who selected poorly performing schools in the hope that the Programme would help them to improve. The same district official was sceptical about whether PED participation in the Programme had been hands-on, and also felt that there had been no direct link between the district office and service providers, resulting in poor communication and coordination. An official in a different district expressed surprise at the presence of the evaluators because “there has been no monitoring and support since the [opening] workshop”.

In the Eastern Cape the HOD of the PED reportedly changed several times, so every time UNICEF went to visit the province a different person was in the position. Eventually the Director for HIV/AIDS in the PED was designated to manage the implementation of the Programme and was reportedly very committed to it. It is however evident that the change of HOD caused many delays and setbacks in the initial phase of implementation of the Programme. The implementing partner in the Eastern Cape reported difficulties that arose from the location of the Programme in the HIV/AIDS directorate: district officials involved in the Programme had different line functions, and their reports to the PED tended to be biased towards their own particular functions and in some cases were sent to a different directorate rather than to the PED Programme coordinator. This ‘bias’ of district officials (for example, towards school safety) may also have influenced the nature of Programme activities in particular districts.

The Northern Cape PED was reported to be very committed to the Programme from the beginning:

“They were clear on what they wanted and how it should fit into the Programme. The relationship with them was excellent.”

The strong commitment to the Programme in the Northern Cape was evident in interviews with PED and district officials. Many officials were involved in the project, including a panel of five circuit managers. RED&T communications were forwarded by the district to the circuit managers who in turn would inform schools. Circuit managers would accompany RED&T staff to the schools, to be on hand should there be problems to be followed up. Districts would report to the province on a monthly basis, as would RED&T. Reports were sent to the PED Head Office regularly, and monthly evaluation meetings held; the reporting model adopted in the Northern Cape appears to have been robust.

Variation in implementation was also reported at district level. In KwaMashu it was reported that although there was collaboration, “the passion was missing”. Another UNICEF respondent reported that “the district would not take on the project as their own, they kept saying it’s UNICEF’s project.” The other KZN district was quite different:

“By contrast, in Vryheid it was unbelievable. The commitment from the District Director was great. From the District Director down everybody wanted the Programme to work. They all worked towards the gradual integration of the Programme in the whole district. They eventually took ownership with [name of coordinator], a retired district official, employed by the district as a consultant to coordinate the implementation of the Programme.”

UNICEF respondents reported that the implementation modality in the Northern and Eastern Cape differed from that adopted in KZN and Limpopo. Levels of Programme ownership also varied:

“The Northern Cape really embraced the Programme. By the time I left, I felt they really had a solid understanding of it. In the Northern Cape and later in KZN, and towards the end in the Eastern Cape as well, the PED embraced the Programme, they owned the Programme and saw the service provider more as a resource, while, especially in Limpopo and initially in the Eastern Cape, it remained more project-based and the PED did not always work in tandem with the service provider. They left the responsibility with

the service provider [and] did not really take ownership of the Programme. In KZN eventually, in Vryheid/Paulpietersburg, the district really owned the Programme; they became the implementers and they just had one consultant helping them."

Implementation in one province was reportedly stymied by a change in the HOD of the PED:

"In the Western Cape, just as we were going to start implementing, there was [a] political change and the whole project came to a standstill. The PED had initially been very keen and all the officials had bought into the Programme, and then the new Head of Department just did not think this Programme fitted with what they wanted to. The department simply did not understand that the Programme was nothing more, nothing less than Government policy."

The relationship between PEDs and implementing partners

UNICEF respondents reported that in different provinces the relationship between the PED and the implementing partner differed. In the Eastern Cape the PED and the implementing partner had a very good relationship. In Limpopo, the relationship between the PED and the implementing partner was described as being "fraught with misunderstandings". In KZN there had been overlapping programmes of action for which a Programme service provider and a non-Programme service provider were separately responsible; the district office insisted that the SCCFS Programme service provider be the one to take sole responsibility. UNICEF was also reportedly not entirely satisfied with the implementing partner in KwaMashu, which had an excessive focus on violence at the expense of other facets of the Programme. A new implementing partner then took over in KwaMashu. It was located in the district office and appeared to be effective, although UNICEF expressed a concern that the district officials were too dependent on the implementing partner.

A UNICEF respondent reported further dissatisfaction with the way the implementing partner had worked in Limpopo:

"[The implementing partner] was too training orientated, instead of building relationships with the PED. But there were problems on both sides. There were endless dynamics with the department. But building relationships with the department to systematise the Programme is key; the intention was never to just keep offering training in schools."

A radically different implementation strategy was applied in the Eastern Cape:

"[The implementing partner] had a different modality of implementation. They used peer support in schools; they put support people into all 75 schools, they did not focus on leadership. They were very open and they said that that was not where their competency lay. We got the most amazing feedback from the schools. They established very good relationships with the schools and with the PED. Due to them, the department embraced the project and developed a more systemic understanding. In about nine months they turned the schools around, not all of them of course, some schools would just not cooperate, some of them are so bad that nothing except firing all the teachers would help, but at least 85% were successful. Kei River Combined school was one of the most dangerous places and they turned it around, with their assistance it became such a lovely place to go to. So, there were pockets of excellence. They were very decentralised in the schools and I think that was good."

In the Northern Cape it was reported that the delivery modality was based on a "business model" with the implementing partner focusing on specific interventions, tools and capacity building with the department and the district offices:

"It was a semi-decentralised model with high focus on capacity development and on networking. [The implementing partner] had a very close relationship with the department."

Emphases on the various Programme principles reportedly varied, depending to an extent on which unit or directorate in a given PED had responsibility for the Programme. For example, in the Eastern Cape, after several changes in its location within the Department, a UNICEF respondent reported that the Programme was eventually managed by the HIV Directorate and the entry point was care and support. In the Northern Cape the Programme was housed in the management directorate and the entry point was school management.

However, while there was variation across provinces regarding the initial Programme focus, a UNICEF respondent felt that the six Programme components were more or less equally implemented in all provinces. This respondent commented that there may have been some variation of focus and level of implementation between schools. As a result, there may have been instances where a particular aspect had greater relevance; for example, if the school had a large number of orphans the care and support aspect may have been given more emphasis. According to this respondent, the various implementing partners had not brought their own particular bias to Programme implementation. For example, in the Eastern Cape, although the implementing agency did not have expertise in the field of school effectiveness or teaching and learning, they drew in relevant people from the PED for this purpose.

Impact and challenges

The DBE respondents felt that a great deal had been learned from the process of implementing the SCCFS Programme:

"The PEDs have grown in their understanding of the need for collaboration to make schools more effective, communities have grown in their understanding, and schools have grown in their understanding. This you can't quantify!"

Asked about the Programme successes, a UNICEF respondent reported successes at all levels, at the level of the national department, PEDs and at school and community level.

At the national department of education:

"There are some people that are very keen to take things forward. The department has now come up with a programme – the CSTL Programme, which incorporates all the principles of the SCCFS Programme, which we are very happy about because that is a way of scaling the Programme up."

It was reported that in the PEDs where committed people were found to champion the Programme ("people who really wanted to make a difference"), the Programme worked "like clockwork":

"Steering committee meetings took place on time, minutes were shared on time, and where challenges came the respective departments and districts sat together to come up with solutions. This sent the message to the schools that the department does care and that solutions can be found. These are all successes. There were also fantastic successes at the level of the school. Public-private partnerships were established. Schools were helped to set up food gardens, to obtain uniforms; some built classrooms and ablution blocks and got support to get teachers trained. There are also success stories regarding the integration of schools into their communities, schools becoming the nucleus of their communities and engaging a range of other social entities, be it the Department of Social Services, the SAPS, the Department of Health, etc. Also engaging the parents more closely. This included getting the parents involved in cleaning the school, building a fence, and getting parental support for the learners, getting the parents more interested in the day-to-day running of the school, making the school a safe place, particularly for those that are vulnerable. A lot of those kinds of success do exist."

Another UNICEF respondent commented that although there were some schools in which little or no change had occurred, overall the impact was positive and in some schools the turnaround had been "180 degrees". This respondent commented on the complexity of changes in the schools:

"The Programme should be viewed as a catalyst to facilitate change in the schools. It seemed to come at the right time, but from what I have seen, for the Programme to work, there is one prerequisite – leadership. If there is no leadership in the school, we can try until we are blue in the face – but it won't work. Where the Programme did not work, it was a school leadership problem and where it was amazing it was because the school leadership was amazing. This finding is very much in line with the research that was commissioned by the previous Minister of Education and the report 'Schools that Work'. Before you implement this Programme you should ensure that the leadership can use the tools that the Programme provides. Your leaders do not have to know everything, but they need to be committed and their hearts need to be in the right place. Because we realised the importance of leadership, we had leadership programmes run in all provinces. It was not a management course, but an inspirational leadership course."

One respondent identified a number of key implementation challenges: the fragmentation in the DoE, lack of buy-in at PED and district level, lack of capacity at district level, lack of accountability at every level, a weak SGB system, lack of school leadership and lack of authentic child participation. Expanded comments on some of these challenges are provided below.

With reference to the DoE (now DBE) fragmentation:

"The left-hand fingers do not know what each is doing, let alone the left hand not knowing what the right hand is doing. They bombard the schools with conflicting information, but they never provide the support for implementation of all these policies."

With reference to lack of capacity, especially at district office level:

"The circuit offices have no capacity to facilitate integration of policies or advise on policy implementation. The subject advisors at the district offices are also a large culprit when it comes to adding confusion in the schools. This is because they are all chasing their own little cloud and not working together. It does not matter what you call this Programme, the heart of it is integration and working together. The district offices should be helping the schools to pull everything together, they should help them to implement policies in a meaningful way."

With reference to lack of accountability:

"The other difficulty, which is an obstacle to taking this Programme to scale, is the absolute lack of accountability at all levels - from the DoE through to the teachers in the classroom."

Another respondent also referred to the lack of professionalism and accountability within the system as a whole, commenting that it was "deeply concerning" that often the DoE and the PEDs "had no idea about what was actually going on, or not going on, in schools".

With reference to the weakness of the SGB system:

"A concern is also the weakness of the SGB system. . . The SGB system is: those who want to, and those who have access. It is supposed to be linked to accountability, but they are not able to hold people accountable."

With reference to the lack of child participation:

"Yet another concern is the general lack of authentic child participation in SGBs and elsewhere. There is only token involvement in SGBs and it does not give the child a voice, a space."

Implementation challenges in the provinces were also cited. In the Northern Cape, despite it being, in UNICEF's view, the most successful of the provinces in the Programme, implementation was reportedly marred by allegations of racism:

"Issues about colour were raised by some individuals [in the PED] when it became apparent that the implementing partner organisation was run by two white men. Even though the Programme had initially been well thought of, it suddenly started attracting criticism."

In Limpopo, the person appointed to facilitate implementation of the Programme was moved to another unit which had a different focus altogether and did not involve contact with schools. This impacted negatively on the roll-out of the Programme. In KZN many "empty promises" were reportedly made by the PED, which made implementation difficult. In the Eastern Cape, it was stated that implementation had been consistent until the recent crisis within the PED, which has undermined the sustainability of the Programme.

At the school level, leadership was cited as the biggest challenge. The way schools were led and managed, and how school managers relate to the school community, were felt to determine the effectiveness of the school:

“Some principals just see problems and some see solutions, and it depends on how they engage with the community. There are pockets of excellence because of good leadership. Often, in schools that are resource constrained, good leadership prevails and many challenges are turned around, while in neighbouring schools, even though they may be more affluent, a greater degree of dysfunctionality prevails.”

Reflections on lessons learned

Commenting on lessons learned, a UNICEF respondent reported the following:

- The need for stronger involvement, engagement and ownership from the DoE and PEDs, as the Northern Cape PED displayed.
- The Programme needs to be integrated systemically and applied comprehensively; it must not be project-driven.
- More resources should be provided to the schools, such as direct human resource support.
- A DBE fund should be established and implemented to offer recognition to those schools that do what they are supposed to do and despite their difficult circumstances make an effort. There should be some kind of incentive.

Asked what could be done differently to implement this type of programme, another UNICEF respondent emphasised the need for extensive consultation to ensure buy-in:

“I would not move an inch until I have full commitment from everybody.”

It was felt that signing documents did not help, and more time (“even if it took a year”) is needed to engage all the stakeholders:

“More consultation with the [national department], with the provinces and even with the districts to ensure that everybody understood the programme properly and was committed to it. This would be the approach.”

Sustainability

A UNICEF respondent stressed that for such a programme to be sustainable one had to build the capacity of the district officials as they needed to provide support and monitor implementation at school level. The missing link in the Programme, and “its biggest weakness”, was not focusing on the district offices. This respondent felt that it is necessary to strengthen the district’s capacity to “provide front-line services to support the delivery of the Programme in the schools.”

The same respondent commented that although the Programme name may have changed from ‘Child-Friendly Schools’ to ‘Safe and Caring Child-Friendly Schools’ and now to ‘Care and Support for Teaching and Learning’, “it is all to do with the type of school functionality that is being currently emphasised in the DBE’s Action Plan – Schooling 2025”. This respondent believed that “the Government has no choice, because the problems in schools are so great that irrespective of what you call the programme the important principles that underpin it have to be implemented.” The respondent felt “very happy” that the principles of the SCCFS largely inform the new DBE CSTL Programme and that UNICEF has been asked to sit on its technical advisory committee: “That is a great step.”

When asked how things might have been done differently, one DBE respondent said that it would be wise to “stick to this approach”. Another respondent said that it would be advisable to “go at it much more slowly, like eating an elephant, one bite at a time”. All of the DBE respondents agreed that there was still “a long way to go” to make schools safe and effective.

Ownership of the Programme by Government – and particularly future ownership – was a recurring theme in the discussions with UNICEF respondents:



“Ownership of the Programme by Government – and particularly future ownership – was a recurring theme in the discussions with UNICEF respondents.”

“Personally, one of the biggest challenges I find is that [PED and district] personnel...rely on implementing agencies, service providers. They cannot rely on others when they are getting paid to do this work.”

DBE respondents implicitly shared this concern:

“Sustainability is a challenge – how will schools survive on their own after the support of the service providers is withdrawn? ... There are issues with capacity in the PEDs. Programme implementation needs to take place at different levels simultaneously. Sometimes it's taken up at one level and not at another. There is a disjuncture between province and district or vice-versa. This Programme should be taken up at the highest level in the provinces and driven by the MECs. Some provinces still view safety as an add-on, but without safety, schools are dysfunctional. The first step towards sustainability is to institutionalise this Programme in all PEDs. This can be done by setting up provincial programmes like sport for development [and] linking all schools to police stations, and by implementing the Girls' and Boys' Town School Discipline programme. It's critical to have clear focus areas.”

Evidence of sustainability is strongest in the Northern Cape, where PED and district officials reported much higher levels of participation in the Programme, and where there is a provincial 'Schools of First Choice' programme designed to make schools in poor communities more attractive to parents. In this PED, the closest relationship between the department and the service provider was found, and the Programme principles were most strongly accepted by PED and district interviewees as the basis for dealing with multiple socio-economic challenges facing many schools and their communities. However, district officials expressed disappointment at the low level of school-based support, and argued for one Programme facilitator per school rather than per 13 schools, as was the case in one district, and that support should be extended over a longer period. One district official felt strongly that “the target should be to make the schools visibly safe, which would take more than just a mascot.” Another district official was critical of the tendency of the training to focus on school management and administration.

The most senior PED official responsible for the Programme in the Northern Cape felt strongly that Programme-related responsibilities are currently fragmented across different units (such as gender and safety), and that a high-level directive is needed to “streamline and integrate the district services to build effective schools”. He recommended that more time be spent in future on capacitating the districts before commencing work in schools – “two to three months for induction and training”. He also argued that the role of Programme coordinators needs to be strengthened with “specific performance indicators to measure the schools' progress and theirs”. Another PED official felt that the Programme needs to “go beyond the school” to become the focus of the community at large, which would require the deployment of community development workers. These measures, he felt, would contribute to sustainability.

In Limpopo a district official felt that serious deficiencies would need to be corrected to ensure Programme sustainability: he argued that its sustainability depends largely on the availability of personnel, that the Programme should be located in a specific unit within the district with a clearly defined line of accountability, and that the “poor quality” of the training materials and facilitation needs to be improved. Another district official felt that the Programme needs to be “embedded with the other already existing projects in the department”. An official in another district felt that officials are “not prepared for this Programme” because “there are too many things going on that we have to deal with”. In yet another district an official felt that the lifespan of the Programme

had been too short, but that she had “the materials and the theory” and will be able to continue the work “if only the district and provincial offices could apply effort”.

In Limpopo, the implementing partner responsible for the Programme reported that Programme activities had ceased and felt that “its future is uncertain”. This respondent felt that the Programme provides a “brilliant framework” for action, and hoped that the PED would strengthen its relationship with the University of Limpopo to ensure sustainability. The PED official responsible for the Programme acknowledged that the PED had “not done enough in the implementation of the Programme”. She felt that multi-level training of SGBs, NGOs, principals, all teachers and local service providers would be needed to make the Programme more effective in the future.

In KZN department officials criticised the lack of communication between circuits and districts, and more generally the capacity of the PED to sustain the Programme. They attributed Programme success in Vryheid to the presence of an active and effective Programme coordinator, whose death has “compromised the efforts to implement the Programme in the rest of the schools.” They argued that there is “a desperate need for a new service provider”. Because of “capacity problems” at district level, they felt that the Programme needs “local fieldworkers who are school-based”.

In the Eastern Cape, optimism about the future of the Programme was also low. The implementing partner felt that there had been a lack of ownership of the Programme in the PED, especially at the top levels, and at school level, where there was “a lack of vision and leadership amongst school principals to drive the Programme”. At district level, it was argued, education development officers should take responsibility for the Programme and report to chief education specialists in the district offices. This respondent also felt that although the Programme coordinators had been “passionate about their work”, younger coordinators should in future be replaced by older people who would not “battle to command the respect of principals”. This respondent expressed the hope that the formation of SCCFS committees at the Programme schools would be a contribution to sustainability, but noted that in future work all stakeholders, and not only learners, should be involved “to enable buy-in”.

A UNICEF respondent reported that DBE officials had suggested that UNICEF assists the department with piloting the CSTL programme. However, the respondent suggested that it was not necessary to do a pilot and instead the department should wait for the results of the SCCFS evaluation:

“The results can be used to run with the CSTL programme. For us it’s a big plus to have the opportunity to use the lessons from this project. But most importantly, it also highlights that rigorous monitoring and evaluation is necessary.”

It was reported that the UNICEF Planning, Monitoring and Evaluation branch would be brought in to work with the CSTL programme to ensure the development of a monitoring and evaluation framework for the implementation of the programme. This example was given:

“Some of what we have learnt is the importance of training the teachers so that they fully understand the concept because they are the front-line implementers.”

Sustainability of the SCCFS Programme therefore seems assured in a new form, as the DBE respondents confirmed that the Programme has served to inform the development of the DBE’s CSTL programme:

“The good lessons learned are being taken up in the CSTL programme.”

Conclusion

Many key respondents agreed that essentially the Programme framework is intended to support government policy for school education, and streamlines and integrates various aspects of policy. However, key difficulties were experienced during Programme implementation in terms of the roles of Government: changes in personnel, especially senior managers, adversely affect the level of Government participation; aspects of the Programme framework such as school safety were located in different directorates in the various PEDs, and were often regarded as an 'add-on' function; and there was variable success at district level and officials with appropriate competence were not always assigned to the Programme. Variation in Programme strategy was reported per province: provincial circumstances required different emphases, and the capacity and focus of service providers differed in each province. It was widely felt that the Northern Cape PED had been the most committed to the Programme. Nevertheless, most respondents reported pockets of success and an overall positive impact. The fact that the CSTL programme has incorporated the SCCFS Programme principles and goals shows high awareness of the importance of the Programme at national level, and several respondents reported increased awareness at provincial level also.

The challenges reported include: fragmentation of functions in education departments; lack of buy-in by some PEDs and many districts; weak SGBs; weak school leadership in many schools; and lack of authentic child participation. The respondents reported the following lessons learned: higher levels of ownership are needed by the PEDs and districts; the Programme should become an integral part of the operations of PEDs and districts; increased resources are needed at school level, including human resources, to improve the likelihood of Programme success; and incentives should be contemplated for schools that perform well in terms of the Programme principles.

With regard to Programme sustainability, it was felt that: the capacity of PEDs and districts needs to be considerably enhanced, and the Programme needs to be institutionalised in PEDs to ensure sustainability; district services need to be streamlined and integrated; multi-level training is needed at provincial, district and school levels, the latter including SGB members; increased school-based support is required, and this would enhance capacity for building relationships with the community; and where school-based SCCFS committees have been established there is an increased likelihood of sustainability. Finally, it is important to note again that the CSTL programme has incorporated the SCCFS Programme principles and goals and is now the primary mechanism for ensuring sustained SCCFS-related interventions.



05

Presentation of the
quantitative data

Background

A questionnaire pertaining to the six principles of the SCCFS Programme was completed by 789 Grade 11 learners at 21 secondary and combined schools and 549 teachers at 37 schools (22 secondary, two combined and 13 primary) situated across four South African provinces as listed in the table below. The six control schools that did not participate in the SCCFS Programme are listed in bold type. These six schools were included in the sample to facilitate comparisons between Programme and non-Programme schools.

Table 2: Number of respondents per school and school type

School type	School name	Educators	Learners
PRIMARY	School 36 (Primary School)	14	
	School 37 (Primary School)	17	
	School 23 (Primary School)	20	
	School 30 (Primary School)	10	
	School 19 (Primary School)	9	
	School 29 (Primary School)	6	
	School 05 (Primary School)	18	
	School 06 (Primary School)	23	
	School 25 (Primary School)	6	
	School 27 (Senior Primary School)	17	
	School 26 (Senior Primary School)	10	
	School 24 (Primary School)	24	
	School 35 (Primary School)	11	
COMBINED	School 28 (Combined School)	19	48
	School 12 (Combined School)	26	21



“... educators at the Programme schools are significantly more likely than those at non-Programme schools to agree or strongly agree that: their schools try to help learners who are behind in their work to catch up.”

School type	School name	Educators	Learners
SECONDARY	School 20 (High School)	14	43
	School 15 (High School)	11	54
	School 16 (High School)	11	59
	School 34 (High School)	7	19
	School 17 (High School)	11	50
	School 08 (Junior Secondary School)	22	
	School 07 (Senior Secondary School)	14	35
	School 14 (High School)	24	58
	School 21 (High School)	27	40
	School 39 (High School)	22	35
	School 04 (Senior Secondary School)	10	34
	School 03 (Senior Secondary School)	21	78
	School 09 (Senior Secondary School)	22	23
	School 10 (High School)	23	20
	School 22 (Senior Secondary School)	17	37
	School 38 (High School)	11	34
	School 32 (High School)	6	48
	School 13 (High School)	19	56
	School 18 (High School) ¹	24	
	School 33 (High School)	13	43
School 31 (High School)	8	53	
School 11 (Junior Secondary)	17		
TOTAL		549	789

² Learners at School 18 were not present at the school during the researchers' two-day visit as they had finished their examinations.

Respondent demographics

More than two-fifths (42%) of the educators who completed questionnaires are in the 40-49 year age group, with no significant variation between Programme and non-Programme schools ($X^2=19.809$; $df=5$; $sig.=.001$).

Table 3: Educator respondents by age group

Age group	Programme schools	Non-Programme schools	Total
Missing data	0.60%	3.50%	1.10%
20-29	7.80%	7.00%	7.70%
30-39	26.60%	20.90%	25.70%
40-49	42.90%	37.20%	42.00%
50-59	21.00%	24.40%	21.50%
60-69	1.10%	7.00%	2.00%
Total	100.0%	100.0%	100.0%

Two-thirds (62%) of the respondent educators are females and 37% males (1% unstated), while the boy: girl learner ratio is 40% : 60%. Just over half (54%) of the educators who responded have been working at their current schools for less than nine years, and the others 46% for longer.

The mean duration of attendance at their current schools of the learners who completed questionnaires is 4.0 years (3.66 years at secondary schools and 7.96 years at combined schools in the sample). Most of the secondary school (85%) and all of the combined school learners are in Grade 11.

The questionnaires were divided into six parts and the questions asked of educators were in most cases also asked of learners, sometimes necessarily attuned to the identity of the respondent. The responses to each of the six sections were recoded so that the most positive responses scored 5 (e.g. strong agreement with a positive concept, or a statement that the school has positive attributes, such as constructive extramural activities). Conversely, the most negative responses scored 1 (e.g. strong disagreement with a positive concept, or absence from the school of a positive attribute or activity). The mean score for each item in the educators' and the learners' questionnaires is listed (question 1.1, question 1.2, etc.) in the comparative tables under each section that follows. Also, for each section, an Index has been computed to facilitate broad comparisons of views and perceptions between educators and learners at the SCCFS Programme schools with their peers at the control group of six non-Programme schools. Where the statistical significance is recorded as 0.000, the implication is that the average differences in responses between learners or educators at Programme schools versus non-Programme schools is statistically significant, meaning that it does not occur by some random chance, but in a systematic pattern. The analysis of variance employed is described in Chapter 3 above.

Rights-based and inclusive schools

The first section of the questionnaire comprised a series of 16 questions for educators and learners about their experience of the rights, levels of encouragement, and extent of inclusiveness of all learners (boys, girls, disabled children) in all activities of the school. The numbers in brackets in the text that follow refer to the numbers of the questions in the questionnaires that were completed. The most striking finding in this set of questions is the statistically significant difference between respondents (both educators and learners) to many of the questions at Programme versus non-Programme schools.

The following table shows that educators at the Programme schools are significantly more likely than those at non-Programme schools to agree or strongly agree that: their schools try to help learners who are behind in their work to catch up (1.4); their schools support learners with learning disabilities, such as difficulty with reading or mathematics (1.5); their schools offer learners with

disabilities equal opportunities to participate in school activities (1.10); learners are involved in helping to solve school problems (1.12); their school allows learners to play a formal role in decision-making at the school (for example, through the RCL or the SGB) (1.13); and that both girls and boys are given equal opportunity to participate in decision-making (1.14).

In the case of learners, those at Programme schools are significantly more likely than those at non-Programme schools to agree or strongly agree that: the teachers at their school encourage them to share their ideas and opinions in class (1.2); teachers at their school believe that all learners can learn (1.3); their school tries to help learners who are behind in their work to catch up (1.4); their school supports learners with learning disabilities, such as difficulty with reading or mathematics (1.5); girls and boys are given equal opportunities to succeed in their learning (1.11); learners play a formal role in decision-making at the school (1.13); girls and boys are given equal opportunity to participate in decision-making (1.14); their school places a high value on understanding and respecting children's rights (1.15).

Statistically, this aspect of the Programme thus appears to have been the most successful with the Rights Index being significantly higher at Programme schools than at non-Programme schools for both educators and learners.³

Table 4: Rights index

EDUCATORS	SCCFS Programme			Analysis of variance		LEARNERS	SCCFS Programme			Analysis of variance	
	Yes	No	All	F	sig		Yes	No	All	F	sig
1.1	3.46	3.05	3.39	9.001	0.003	1.1	2.80	2.64	2.76	2.139	0.144
1.2	4.25	3.93	4.20	6.689	0.010	1.2	4.31	3.85	4.18	35.483	0.000
1.3	4.23	3.87	4.18	9.523	0.002	1.3	4.35	4.02	4.26	18.196	0.000
1.4	4.18	3.74	4.11	15.558	0.000	1.4	3.96	3.12	3.74	92.312	0.000
1.5	3.96	3.49	3.89	16.404	0.000	1.5	3.82	3.18	3.65	50.955	0.000
1.6	4.41	4.17	4.37	5.117	0.024	1.6	4.25	4.05	4.20	6.457	0.011
1.7	4.20	4.00	4.17	2.798	0.095	1.7	2.87	2.52	2.78	10.234	0.001
1.8	4.10	3.80	4.05	5.691	0.018	1.8	4.07	4.18	4.10	1.667	0.197
1.9	4.02	3.72	3.97	7.516	0.006	1.9	3.75	3.56	3.70	4.583	0.033
1.10	3.89	3.36	3.81	2.112	0.000	1.10	3.56	3.34	3.50	5.752	0.017
1.11	4.38	4.21	4.36	2.756	0.097	1.11	4.43	4.18	4.37	14.720	0.000
1.12	3.73	3.28	3.66	14.257	0.000	1.12	3.45	3.21	3.39	5.924	0.015
1.13	3.68	3.01	3.58	21.352	0.000	1.13	3.69	3.33	3.60	15.878	0.000
1.14	3.78	3.07	3.67	28.808	0.000	1.14	3.86	3.43	3.75	24.268	0.000
1.15	4.16	3.82	4.10	9.133	0.003	1.15	3.53	3.15	3.43	13.854	0.000
1.16	3.97	3.81	3.94	1.939	0.164	1.16	3.18	3.08	3.16	1.000	0.318
Rights index	3.95	3.59	3.89	18.554	0.000	Rights index	3.65	3.35	3.57	41.649	0.000

Note: In the table above and the five tables that follow, the values 1.1 to 1.16 under the headings 'Educators' and 'Learners' denote the question numbers in the survey questionnaires (see Annex 2 in separate document). The scores in the columns marked 'Yes', 'No' or 'All' for educators and learners respectively are the Rights Index scores for SCCFS Programme schools, the non-Programme schools and all schools together. Where the difference in scores between Programme and non-Programme schools is statistically significant, the value in the column marked 'sig' is 0.000. Thus for example, for Question 1.4 for the learners the difference in score

.....

³ In the tables that follow, statistically significant differences between Programme and non-Programme schools score 0.000 in the 'sig' column.



between those at Programme schools (3.96) and those at non-Programme schools (3.12) is statistically significant: learners at Programme schools were significantly more likely than those at non-Programme schools to agree or strongly agree that “This school tries to help learners who are behind in their work to catch up”.

School effectiveness

The next section of the questionnaires asked questions of educators and learners pertaining to the effectiveness of resource management and support of learner efforts. The nature of the questions was such that they were not always phrased in the same way for educators and learners as they were attuned to the identity of the targeted respondents.

Whereas no significant differences emerged between the educators at Programme schools and those at non-Programme schools, there are several differences between learners at Programme schools and their peers at non-Programme schools.

The table that follows shows that a higher proportion of the learners at Programme schools supplied positive responses than those at the control schools in respect of whether: their teachers give them feedback on their assignments that helps them to improve their work (2.4); teachers at their school listen to them if they need explanations in class (2.5); teachers give them opportunities to improve their work if they do poorly on an assignment (2.7); teachers notice if they are having difficulty with their lessons; their school offers study groups for learners after school or at weekends (2.9d); they rate the effectiveness of the extra-curricular activities provided by the school as excellent or good (2.10). Overall, the Effectiveness Index emerged as significantly better for learners at Programme schools (3.6 out of 5) versus learners at non-Programme schools (3.3 out of 5).

Table 5: School effectiveness index

EDUCATORS	SCCFS Programme			Analysis of variance		LEARNERS	SCCFS Programme			Analysis of variance	
	Yes	No	All	F	sig		Yes	No	All	F	sig
2.1	3.91	3.76	3.88	1.929	0.165	2.1	3.74	3.50	3.68	6.664	0.010
2.2	4.22	3.97	4.18	7.149	0.008	2.2	3.77	3.50	3.70	8.428	0.004
2.3	3.91	3.62	3.87	8.561	0.004	2.3	3.30	3.34	3.31	0.133	0.716
2.4	3.95	3.78	3.92	2.513	0.113	2.4	4.07	3.67	3.97	23.138	0.000
2.5	4.07	3.82	4.03	7.022	0.008	2.5	4.19	3.84	4.10	20.285	0.000
2.6	3.72	3.36	3.66	9.218	0.003	2.6	3.64	3.34	3.56	8.953	0.003
2.7	4.35	4.22	4.33	4.167	0.042	2.7	3.84	3.25	3.69	42.885	0.000
2.8	3.31	3.22	3.30	0.553	0.458	2.8	3.38	3.47	3.40	0.881	0.348
2.9	4.38	4.29	4.36	1.868	0.172	2.9a	4.06	4.43	4.16	9.065	0.003
2.10	4.20	4.03	4.18	5.833	0.016	2.9b	3.30	3.09	3.25	1.871	0.172
2.11	4.30	4.35	4.31	0.635	0.426	2.9c	4.22	3.90	4.14	6.294	0.012
2.12	4.02	4.09	4.03	0.711	0.399	2.9d	3.87	2.73	3.56	63.277	0.000
2.13a	4.62	4.96	4.67	7.257	0.007	2.9e	2.78	2.55	2.72	2.219	0.137
2.13b	3.65	3.83	3.68	0.626	0.429	2.10	3.79	3.23	3.65	33.102	0.000
2.13c	4.16	4.68	4.24	8.201	0.040						
2.13d	3.70	3.35	3.65	2.476	0.116						
2.13e	3.17	3.52	3.22	2.258	0.133						
2.14	3.65	3.84	3.68	2.864	0.091						
Effectiveness index	3.848	3.835	3.846	0.031	0.860	Effectiveness index	3.62	3.31	3.54	34.477	0.000

Safe, protective and supportive schools

The next section of the educators' and learners' questionnaires pertained to safety at schools. The following table indicates that for the educators at Programme schools, only one significant difference emerged in comparison with educators at non-Programme schools. This pertains to the absence of corporal punishment at their schools (3.10x).

Conversely, the learners at Programme schools are significantly more likely to agree or strongly agree that: there is a procedure in place for learners to safely report instances of bullying, harassment, or harm from other learners without fear (3.1); they feel safe walking both to and from school (3.5); they feel safe at school (3.6); there are not any gang-related activities that affect their school (3.7i); there are not any incidents involving drugs in their school (3.7ii); there are no incidents involving weapons in their school (3.7iv); there are no incidents involving discrimination in their school (3.7viii). Consequently, the Safety Index is significantly higher for learners at Programme schools (3.1 out of 5) than for learners at non-Programme schools (2.6 out of 5).

Table 6: School safety index

EDUCATORS	SCCFS Programme			Analysis of variance		LEARNERS	SCCFS Programme			Analysis of variance	
	Yes	No	All	F	sig		Yes	No	All	F	sig
3.1	3.89	3.47	3.82	8.759	0.003	3.1	3.72	3.34	3.62	15.120	0.000
3.2	3.03	3.29	3.07	2.488	0.115	3.2	3.34	3.06	3.27	7.290	0.008
3.3	3.85	3.82	3.85	0.044	0.834	3.3	2.92	2.78	2.88	1.454	0.228
3.4	3.81	3.71	3.80	0.459	0.498	3.4	3.01	2.82	2.96	3.046	0.081
3.5	3.60	3.66	3.61	0.240	0.624	3.5	3.71	3.34	3.61	14.104	0.000
3.6	3.58	3.64	3.59	0.201	0.654	3.6	4.04	3.58	3.92	25.100	0.000
3.7	3.97	4.07	3.99	0.609	0.435	3.7i	3.98	3.34	3.83	19.089	0.000
3.8	3.94	3.88	3.93	0.222	0.638	3.7ii	3.77	2.68	3.49	55.048	0.000
3.9	3.02	2.89	3.00	0.892	0.345	3.7iii	2.69	2.61	2.67	0.217	0.641
3.10i	3.74	4.35	3.83	8.014	0.050	3.7iv	3.82	2.77	3.55	50.405	0.000
3.10ii	3.37	3.40	3.38	0.018	0.893	3.7v	2.94	2.41	2.80	11.448	0.001
3.10iii	2.66	2.27	2.60	2.833	0.093	3.7vi	3.06	2.74	2.98	4.367	0.037
3.10iv	3.59	3.67	3.60	0.127	0.721	3.7vii	3.15	2.79	3.05	5.075	0.025
3.10v	2.77	2.92	2.80	0.385	0.535	3.7viii	3.32	2.77	3.18	12.279	0.000
3.10vi	2.90	3.04	2.92	0.331	0.565	3.7ix	1.35	1.29	1.34	0.526	0.468
3.10vii	3.05	3.14	3.06	0.150	0.699	3.7x	2.02	1.94	2.00	0.316	0.574
3.10viii	4.29	3.98	4.25	3.217	0.073						
3.10ix	2.15	2.04	2.13	0.282	0.596						
3.10x	4.30	3.57	4.19	16.667	0.000						
Safety index	3.347	3.319	3.343	0.080	0.777	Safety index	3.12	2.61	2.98	71.326	0.000

Health-seeking and health-promoting schools

The next section of the questionnaires focused on issues pertaining to the physical and emotional health of learners. The differences in perception between teachers at SCCFS Programme schools and those at non-Programme schools emerged as insignificant, as shown in the following table. However, once again, the responses of learners at the two groups of schools differed significantly in the case of three of the eight questions posed to the learners. These were in relation to whether: the school provides health education to all learners in the promotion of healthy daily living (e.g. nutrition, dental hygiene) (4.2); the school provides health education to all learners regarding the avoidance of high-risk behaviours (e.g. HIV/AIDS education, prevention of substance abuse) (4.5); the school's water supply is checked regularly to ensure that it is always safe for drinking (4.6). In the last instance, the control school learners indicate significantly more regular checking than do the Programme school learners. Overall, the Health Index is significantly different between Programme (3.0 out of 5) and non-Programme (2.8 out of 5) schools.

Table 7: School health index

EDUCATORS	SCCFS Programme			Analysis of variance		LEARNERS	SCCFS Programme			Analysis of variance	
	Yes	No	All	F	sig		Yes	No	All	F	sig
4.1	3.88	3.91	3.88	0.041	0.839	4.1	3.88	3.68	3.83	6.060	0.014
4.2	3.77	3.38	3.71	10.447	0.001	4.2	3.45	3.07	3.36	14.094	0.000
4.3	4.10	3.89	4.07	7.347	0.007	4.3	2.47	2.27	2.42	3.960	0.046
4.4	3.85	3.78	3.84	0.474	0.491	4.4	2.97	2.81	2.93	2.518	0.113
4.5	3.11	3.19	3.12	0.428	0.513	4.5	3.79	3.26	3.65	29.377	0.000
4.6	3.87	4.12	3.91	2.851	0.092	4.6	2.60	3.04	2.71	16.344	0.000
4.7	2.51	2.39	2.49	0.921	0.338	4.7	2.35	2.62	2.42	5.798	0.016
4.8	3.95	4.05	3.96	0.891	0.346	4.8	2.73	2.62	2.70	1.079	0.299
4.9	3.05	3.24	3.08	2.051	0.153						
4.10	3.49	3.45	3.49	0.075	0.784						
4.11	2.87	2.82	2.86	0.107	0.744						
Health index	3.39	3.41	3.39	0.080	0.777	Health index	3.00	2.79	2.94	11.756	0.001

Gender-sensitive and gender-promoting schools

The next part of the questionnaire was a section about the extent to which both girls and boys are exposed to the same levels of opportunity and encouragement to participate in the different school activities. Differences in response between teachers at the Programme and the non-Programme schools are insignificant, the majority indicating that gender sensitivity and gender promotion are fairly well handled at their schools.

As shown in the table that follows, the perceptions of learners are much less uniform. Learners at the Programme schools emerged as much more likely to say that boys and girls are equally permitted and encouraged to participate in school activities (5.2) and that boys and girls are equally permitted and encouraged to participate in their lessons (5.3). The extent of encouragement to boys and girls appears not to be different between Programme and non-Programme schools, but overall, the Gender Index is significantly higher at Programme (4.1 out of 5) than at non-Programme schools (3.9 out of 5).

Table 8: Gender index

	SCCFS Programme			Analysis of variance			SCCFS Programme			Analysis of variance	
	EDUCATORS	Yes	No	All	F		sig	LEARNERS	Yes	No	All
5.1	4.35	4.34	4.35	0.027	0.870	5.1	4.23	4.04	4.18	6.679	0.010
5.2	4.41	4.44	4.41	0.221	0.639	5.2	4.24	4.02	4.18	10.910	0.001
5.3	4.44	4.45	4.44	0.024	0.876	5.3	4.29	3.94	4.20	26.758	0.000
5.4	4.36	4.44	4.37	1.201	0.274	5.4	3.94	3.94	3.94	0.000	0.986
Gender index	4.29	4.37	4.30	0.854	0.356	Gender index	4.14	3.85	4.06	19.514	0.000

Partnership-building schools

Finally, respondents were asked a series of questions about the extent of parental involvement in their children's activities at school and the level of engagement between the school and the parents. The following table shows that although in general marginally more positive, the perceptions of educators about partnership-building issues do not differ significantly between Programme and non-Programme schools. However, learners at Programme schools are significantly more positive about these issues than are their peers at non-Programme schools. Learners at Programme schools are thus much more likely to say that when they are absent from school for more than a few days, the school staff make direct contact with their family to find out what the problem is and to facilitate their return to school as soon as possible; that the school staff contact their family promptly if there are concerns about their learning or behaviour; and that the school staff regularly keeps their family informed about their progress (questions 6.2 - 6.4 in the questionnaire for learners).

The Partnership Index is thus significantly higher for learners at Programme schools (3.5 out of 5) than for those at non-Programme schools (2.8 out of 5).



“... ratings of the schools’ performance with respect to rights and inclusivity are significantly higher at Programme schools than at non-Programme schools...”

Table 9: Partnership index

EDUCATORS	SCCFS Programme			Analysis of variance		LEARNERS	SCCFS Programme			Analysis of variance	
	Yes	No	All	F	sig		Yes	No	All	F	sig
6.1	3.37	3.17	3.34	1.930	0.159	6.1	3.30	3.12	3.25	3.211	0.074
6.2	4.19	4.03	4.16	2.237	0.135	6.2	3.49	2.36	3.20	105.552	0.000
6.3	3.22	3.26	3.22	0.078	0.780	6.3	3.73	3.13	3.57	38.329	0.000
6.4	4.11	3.89	4.08	4.905	0.027	6.4	3.61	2.81	3.40	65.602	0.000
6.5	4.26	3.97	4.21	11.994	0.001						
6.6	3.95	3.78	3.93	2.797	0.095						
6.7	4.35	4.21	4.32	2.559	0.110						
6.8	3.40	3.15	3.36	4.434	0.036						
6.9	3.77	3.66	3.75	0.912	0.340						
6.10	3.67	3.57	3.65	0.674	0.412						
Partnership index	3.73	3.61	3.71	1.768	0.184	Partnership index	3.51	2.75	3.31	106.278	0.000

Conclusion

This chapter has presented the quantitative dataset obtained through questionnaires completed by 789 Grade 11 learners at 21 secondary and combined schools and 549 teachers at 37 schools (22 secondary, two combined and 13 primary) situated across four South African provinces, including six control schools that did not participate in the Programme. The dataset shows that learners in Programme schools have significantly more positive perceptions of their schools’ performance in terms of the Programme principles than learners in non-Programme schools, and that ratings of the schools’ performance with respect to rights and inclusivity are significantly higher at Programme schools than at non-Programme schools for both educators and learners. The findings of the survey component of the research are presented in more detail in Chapter 7.



06

Presentation of the
qualitative data

Introduction

As indicated in Chapter 3, each of the 37 schools was visited by two fieldworkers over a period of two days. This chapter presents a ranking of the sampled schools from the perspectives of:

- The relevance of the Programme, given the school's context – or, in the case of non-Programme schools, an assessment of whether the Programme would be relevant
- The performance of the schools in terms of the six Programme principles
- Where appropriate, the perceived impact of the Programme.

For each of the above aspects, a qualitative assessment is presented (in brackets after each subheading) on a scale from 1 to 5, where 5 means very effective (or very relevant) and 1 means not effective at all (or not at all relevant). This chapter is divided into four sections as follows:

- The 37 sampled schools are first presented ranked in order from the best- to the worst-performing in terms of the Programme principles
- Summaries of the six highest-ranking schools and the five lowest-ranking schools are then presented, in order to illustrate the reasons for effective and ineffective school performance
- Variability in Programme strategy is discussed
- The schools are ranked in order of perceived Programme impact
- Descriptions of the Programme strategy are presented for the seven schools ranked highest in terms of perceived Programme impact.

Full descriptions of the 37 sampled schools are presented in Annex 3 (available as a separate document).

Qualitative ranking of schools in relation to the Programme principles

The following table ranks all 37 schools by their average qualitative score (column 2) across all six Programme principles. The six top-ranked schools (scoring 5 out of 5) and the five lowest-ranked schools (scoring below 2.5 out of 5) are highlighted. The qualitative score for the Programme strategy is reproduced in column 4 where applicable; note that this qualitative score reflects the perceptions of school-based respondents as captured by the fieldworkers in interviews and focus group discussions, coupled with fieldworkers' observations. (More detailed explanatory tables are available as Annexes 4 and 5 which is a separate document.)

Table 10: Qualitative ranking of schools in relation to the Programme principles

	1 Qualitative ranking of schools	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
1.	School 28 (Combined School)	KwaZulu-Natal	5.00	4.00
2.	School 34 (High School)	Northern Cape	5.00	1.00
3.	School 08 (Junior Secondary School)	Eastern Cape	5.00	5.00
4.	School 36 (Primary School)	Northern Cape	5.00	2.00
5.	School 37 (Primary School)	Limpopo	5.00	4.00
6.	School 35 (Primary School)	Northern Cape	5.00	2.00
7.	School 13 (High School)	Northern Cape	4.83	3.00

1	2	3	4
Qualitative ranking of schools	Province	Average score (for all Programme principles)	Perceived Programme impact score
8. School 21 (High School)	Limpopo	4.67	5.00
9. School 30 (Primary School)	Northern Cape	4.67	2.00
10. School 23 (Primary School)	Limpopo	4.50	2.00
11. School 22 (Senior Secondary School)	Limpopo	4.50	1.00
12. School 24 (Primary School)	Limpopo	4.33	1.00
13. School 16 (High School)	KwaZulu-Natal	4.33	N/A
14. School 38 (High School)	Limpopo	4.33	3.00
15. School 10 (High School)	Eastern Cape	4.17	5.00
16. School 12 (Combined School)	Northern Cape	4.00	2.00
17. School 14 (High School)	KwaZulu-Natal	4.00	1.00
18. School 25 (Primary School)	Limpopo	4.00	1.00
19. School 39 (High School)	Limpopo	4.00	1.00
20. School 19 (Primary School)	Northern Cape	4.00	2.00
21. School 29 (Primary School)	KwaZulu-Natal	3.83	1.00
22. School 04 (Senior Secondary School)	Eastern Cape	3.67	2.00
23. School 17 (High School)	KwaZulu-Natal	3.67	N/A
24. School 06 (Primary School)	Eastern Cape	3.67	N/A
25. School 32 (High School)	Northern Cape	3.67	N/A
26. School 33 (High School)	Northern Cape	3.50	1.00
27. School 05 (Primary School)	Eastern Cape	3.33	N/A
28. School 15 (High School)	KwaZulu-Natal	3.17	1.00
29. School 26 (Senior Primary School)	Northern Cape	3.00	1.00
30. School 20 (High School)	Limpopo	2.83	2.00
31. School 07 (Senior Secondary School)	Eastern Cape	2.50	1.00
32. School 18 (High School)	Northern Cape	2.50	1.00
33. School 03 (Senior Secondary School)	Eastern Cape	2.33	N/A
34. School 31 (High School)	Northern Cape	2.17	2.00
35. School 27 (Senior Primary School)	Northern Cape	2.17	2.00
36. School 11 (Junior Secondary School)	Eastern Cape	2.00	1.00
37. School 09 (High School)	Eastern Cape	1.50	2.00
Average		3.77	

Summaries of the six highest-ranking schools and the five lowest-ranking schools follow, in order to illustrate the reasons for effective and ineffective school performance.

Reasons for effective school performance in the top-ranked schools

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 28 (Combined School) (ranked joint first out of 37)	KwaZulu-Natal	5.00	4.00

School 28, a combined school, is located in an extremely poor, rural community. Despite very difficult external circumstances, the attendance rate is high among educators and learners and the school is clearly a cooperative and caring community in which morale is high and great strides have been made in improving the relationship between boys and girls. Learners' rights were successfully introduced by the Programme coordinator through awareness campaigns and workshops. Although teachers have not had specialised training in inclusive education, they strive to make the school inclusive. The school's built environment is safe, spacious and in extremely good condition. All teachers are qualified, and the lessons observed were very effective, while extra lessons are provided voluntarily by the teachers. The school management is competent, interactive and committed to a democratic approach to schooling, and learners are directly involved in all decision-making, especially about the Programme. Despite poor support from the district office, there is an effective SGB and strong partnerships have been developed.

The Programme, and in particular the very active Programme facilitator, now deceased, were commended by all respondents. It was felt that the Programme had helped the school to improve as a safe, caring and child-friendly school in various ways, and had ensured the involvement of learners. Now that the Programme has ended, teachers argued that "another school-based carer (SBC) is required urgently, and must be available 24/7 to assist learners in the school." Teachers and the principal felt that monitoring and evaluation of the Programme had been weak.

Key success factors:

- A strong, interactive SMT
- Committed, qualified, caring educators
- Involvement of learners
- An effective SGB and strong partnerships
- Very safe buildings and grounds
- A strong, active Programme coordinator

Key weaknesses:

- Lack of continuity in Programme support
- Weak monitoring and evaluation
- Concerns that the school needs the continuation of the active support that it had received through the Programme.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 34 (High School) (ranked joint first out of 37)	Northern Cape	5.00	1.00



“Many learners at School 08 ... are reportedly not well looked after at home. The school has rights-based and inclusive policies and practices, and it is clear that rights are explicitly incorporated in the curriculum.”

School 34, a secondary school, is located in an extremely poor drought-stricken rural town in which the school seems to be the only institution addressing very difficult social circumstances. The attendance rate of educators and learners is very good. The school is relatively well resourced in material terms, and strong in terms of teachers' qualifications. Learners' home circumstances are extremely difficult. At school, however, all respondents spoke of an atmosphere of equality, care, respect and fairness. The school buildings and grounds are safe and in reasonable condition. The school seemed to be well managed and led. The researchers found many instances of teachers supporting learners beyond what they might be expected to do, both financially and by taking children into their homes when crises occur. The school attaches great importance to sport and cultural activities, which are lacking in the community. A social committee with appropriately qualified staff has been established at the school to address learning disabilities, visit parents of children with problems and provide counselling. The school has organised help for a learner with a drug abuse problem from a rehabilitation centre in the nearest large town. There is a good relationship with a poorly staffed district office, a strong SBG and strong partnerships, although these could be better aligned.

Although key stakeholders, including the SGB and learners, had been involved in the Programme, school staff were disappointed with the low intensity of Programme activity, and felt that improvement in school performance and discipline in the last few years is the fruit of the good work of the SMT. They recommended that in the future such a programme should be more attuned to the school's most pressing needs, which are related to retention, alcoholism and prevention of pregnancy. However, the Programme had provided “ideas” and a “framework” for action.

Key success factors:

- A strong, interactive SMT
- Committed, qualified, caring educators
- Involvement of learners
- Safe buildings and grounds
- A strong relationship with the school community and strong partnerships
- A willing but poorly resourced district office
- Confidence in the ability of the SMT to keep up its effective work with respect to the Programme principles.

Key weaknesses:

- Low-intensity Programme support
- Lack of attunement of Programme activity to the school's most pressing needs
- Lack of alignment of the various partnerships the school has developed.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 08 (Junior Secondary) (ranked joint first out of 37)	Eastern Cape	5.00	5.00

Many learners at School 08, a rural junior secondary school located in an extremely poor community, are reportedly not well looked after at home. The school has rights-based and inclusive policies and practices, and it is clear that rights are explicitly incorporated in the curriculum. Key decisions are discussed within the SMT and taken to the SGB, in which the RCL participates actively. The RCL reports back to learners on the discussions. All learners are encouraged to enrol and are equally supported in completing their education; in fact the school enrolls many more learners than it should accommodate in order to ensure that all local children have access to education. Although the school is poorly resourced, pass rates at the school are high, despite the difficulties the school experiences. Teachers seem very committed to their work and the lessons observed were very effective. The school is well managed: it is very welcoming and very neatly kept, with flowers and trees in evidence, and it was ranked the second “most caring school” in the province. It was reported that teachers visit learners who are sick in hospital, and sometimes take learners with problems into their own homes. The school is very safe and secure. Respondents reported that the school became more gender-sensitive as a result of the Programme. There are diverse and very effective partnerships, and a very close relationship between the school and its community. The principal reported very good support from the district office in ensuring that the Programme is effectively implemented.

The strategy to implement the Programme reportedly involved teachers and parents from the start. A Health Advisory Committee had been formed as a result of the Programme, and was very active. A Programme coordinator had been stationed at the school for two years (2007-2009). This person was well liked by all and had helped to implement the Programme by, for example, identifying OVCs and learners with learning problems. She had sourced various forms of support for the school, including Government and non-government services (health, social development, home affairs, police, counselling services for traumatised children, NGOs). Teachers reported that the Programme coordinator had “helped the school to become part of the larger community” and felt that “the Programme has come to people who were hungry for change.” It is clear that the Programme has been very successful at this school, and all knowledgeable respondents agreed. Teachers felt that a key aspect of the intervention had been the permanent presence of a very effective Programme coordinator at the school, and argued for continued full-time support. It should be noted, however, that the school has employed the services of a welfare person, who is stationed at the school and paid by the PED. This person has been tasked with the responsibility of visiting families to seek information about learners’ living conditions and then assisting families in need to access social grants and any other services necessary. This, coupled with the commitment of the staff and the school community, provides a strong platform for sustaining the gains of the Programme.

Key success factors:

- High-intensity Programme support
- A strong, interactive SMT
- Committed, qualified, caring educators
- Involvement of learners
- An effective SGB and strong partnerships
- Very safe buildings and grounds
- A strong relationship with the district office
- Post-Programme employment of a full-time person responsible for welfare to ensure sustainability.

Although school staff requested the renewal of the contract of the Programme facilitator, the PED is now paying for a full-time member of staff responsible for welfare, so sustainability seems likely.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 36 (Primary School) (ranked joint first out of 37)	Northern Cape	5.00	2.00

Learners at School 36, a primary school, come from an extremely poor community. The attendance rate of educators and learners is good. The school is new and relatively well resourced in material terms, but could be stronger in terms of teachers' qualifications. Learners said that their school is rights-based and that the teachers are very supportive of learners who are struggling academically. Discipline is good and learners feel that punishments are fair. All respondents felt that learner, including gay learners, are not discriminated against. Learners are consulted on decisions that affect them. The school buildings and grounds are generally clean and well maintained. Most decisions at the school were said to be made with the collaboration of the SGB and parents. There are clear signs that the school is well managed and that teachers are always prepared and punctual. The lessons observed were very effective. The school is very safe and secure, and there is a general ethos of care for the learners. The SGB is very active and, according to the teachers interviewed, monitors school effectiveness. The school has strong partnerships with people in the community, although parental involvement could improve.

The principal felt that the school started being a child-friendly school long before the Programme was launched. The principal felt that one of the success factors of the Programme is that it has helped to reduce vandalism at the school. However, the teachers believed that the Programme has not brought any changes: "Instead of evaluations we need something new from them ... The Programme should be backed up with resources so that there can be actual improvements in terms of the SCCFS principles." An SGB member was appreciative of the external contacts the Programme facilitated: "The SCCFS Programme is about connecting schools with outside people so that they can share ideas and improve the schooling system."

Key success factors:

- A strong, committed principal
- Committed, caring educators
- Involvement of learners
- Participation of the SGB in decision-making and strong partnerships
- Very safe buildings and grounds
- Confidence in the ability of the school to respect the Programme principles, as it had done before Programme inception.

Key weaknesses:

- Low-intensity Programme support
- Disappointment that the Programme had not provided needed resources.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 37 (Primary School) (ranked joint first out of 37)	Limpopo	5.00	4.00

Learners at School 37, a primary school, come from an extremely poor, deep rural community which was described as being the poorest in the province. The school has tried to align itself with the rights-based aspects of the Programme and is striving to reach a situation in which children never feel threatened or unhappy and can trust their teachers. All learners seem to be assisted to succeed and extra lessons are provided after school for "slow learners". Boys and girls are treated equally and learners reportedly

participate in decision-making processes in some cases. The school is aware of the needs of a small number of learners with disabilities and they are appropriately assisted to succeed at school. Despite the school buildings being very old and of poor quality, the school has beautiful grounds, reportedly because of the collective effort of the school and the community.

Decisions are reportedly made by school management in consultation with various stakeholders. The SGB discusses issues until they reach an agreement, and is said to never make unilateral decisions. The SMT has included two educators in addition to the managers, and works together to make strategic decisions which are passed on to the rest of the staff before being discussed with the SGB. Learners felt that leaders in the school make good decisions. Teacher punctuality has improved as a result of SMT interventions. The school is very safe and secure. Learners have been encouraged to form groups to eliminate bullying amongst themselves. There are a number of improvements in terms of health as a result of the Programme. The school has formed strong partnerships, but has reportedly not received a visit from the PED or district officials in the last five years. The school has a vegetable garden, which is managed by parents, staff members and community elders. Parents come at the beginning of the year to clean the school grounds. The school SGB is also very active, and members accompany learners and educators on school tours and help to prepare food.

Although the Programme workshops were conducted in English, which proved difficult for the SGB stakeholders, the Programme has reportedly “contributed a lot” to the school’s achievements, in particular but not only in terms of health, and teachers and learners felt they have been equally motivated to be more effective and focused. The Programme was described as “an eye-opener”, helping to eliminate bullying and introduce some level of openness to discuss HIV/AIDS. Respondents reported “great cooperation” between staff and UNICEF. The school intends to adhere to what was agreed on in the Programme and to finish projects that are underway. The principal believed that the advantage of having NGOs implement such a programme is that they have expertise and provide training, monitoring and support to the schools, which the PED does not. The principal felt that the Programme could be extended to cover issues of teaching and learning, and that it could be improved through regular monitoring and support visits. He believed that the school is able to sustain the Programme: “Since the seed has been planted and the committees have been established, the school has the opportunity to sustain the Programme.”

Key success factors:

- A strong principal committed to participatory decision-making
- Committed, caring educators
- A very active SGB and strong partnerships with parents and local elders
- Very safe buildings and grounds
- Low-intensity Programme support in the form of workshops provided by NGO experts, who inspired a committed staff complement to improve the school
- Confidence in the ability of the school to sustain the Programme.

Key weaknesses:

- Lack of PED and district support
- Lack of Programme attention to improving teaching and learning
- Lack of regular monitoring and support visits by the service provider.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 35 (Primary School) (ranked joint first out of 37)	Northern Cape	5.00	2.00

School 35 is a primary school most of whose learners live in an extremely poor informal settlement; learners reported that they only feel safe at school. All respondents felt that the school places a strong emphasis on rights and that both boys and girls are supported and encouraged to complete school. The school seems to be very effective in assisting learners with special needs. The school seemed to have adequate resources in terms of books, desks, chairs and computers, but there is no school library. The school is very safe and secure; the grounds are clean and well maintained with no hazards. The Foundation Phase learners have their own secure playground.

The school is very well managed, and the principal delegates tasks and functions effectively. The SGB chairperson reported that there is good communication between the SMT, the SGB and the principal and that the SGB and the SMT developed school policies collaboratively. The strong consultative process adopted by the school was said to lead to the adoption of “sound decisions”. Educators were punctual and seem very committed. Learners were generally disciplined and respectful. The lesson observed was very effectively and affectionately managed, and learners reported that the school is effective because things are planned for and “they do not just happen – teachers do a lot of planning to prepare for the lessons”. All respondents felt that this is a very caring school, but teachers said that they would like to receive training in how to prevent bullying, and that they need to place a stronger emphasis on road safety as the school is surrounded by busy roads.

The principal was appreciative of the support received from PED officials in assisting the school to become a ‘school of first choice’. This is a reference to a provincial programme, not to the SCCFS Programme. One official was said to inspect the school regularly and provide guidance on what could be improved. Partnerships between the school and other stakeholders, such as NGOs and local health services, were said to be very strong. Parents volunteer to come and clean the school, and they are given food. The parents are “really trying”, according to the SGB: “They are motivated because the leadership is in good hands and is visible, unlike during the apartheid days when there was a lack of communication between parents and teachers.”

Respondents complained that the Programme was “not visible”. The SGB member interviewed argued that “the UNICEF project must not just interview schools, they should make an impact.” The principal thought that the SCCFS Programme was part of the provincial Schools of First Choice programme. The service provider was said to mainly communicate with the school through letters. Learners were not aware of the Programme at all.

Key success factors:

- A strong principal and SMT committed to participatory decision-making
- Committed, caring educators
- A very active SGB and strong partnerships with NGOs, nurses and parents
- Very safe buildings and grounds
- Confidence in the ability of the school to sustain the Programme.

Key weaknesses:

- ‘Invisible’ Programme support by a service provider who reportedly communicated with the school mostly by written correspondence.

Reasons for ineffective school performance in the lowest-ranked schools

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 03 (Senior Secondary School) (ranked 33 out of 37)	Eastern Cape	2.33	N/A

Although School 03, a senior secondary school, is located in a medium-income coloured township, most of the learners in this school are African and come from extremely poor informal settlements, where they reportedly experience high crime rates. The school is not participating in the Programme, but given its context the Programme would be relevant. Learners reported that the school discriminates against African learners. Several respondents reported the use of corporal punishment at the school. Learners and teachers reported that the RCL has little power in decision-making, and that learners were not involved in drawing up the code of conduct for learners. The principal reportedly does not have a consultative approach to school management, and there appears to be mistrust of the principal among teachers and learners. The school buildings and grounds are not well managed; there were bags of garbage next to the main entrance to the school. There are no sports facilities and the sports grounds are not in good condition.

This is a very large school; there were a number of classrooms without teachers and learners were chatting without any supervision and milling around the school grounds during class time, because some teachers were absent. The school is not safe and secure as there are holes in the fence. Cases of sexual harassment of girl learners by male teachers appear to have been ignored; the school is clearly not well managed. The pregnancy rate among learners is reportedly high, with 20 girls currently pregnant and two on maternity leave; there is reportedly no support from social workers. The teachers interviewed did not feel that the district office was supportive, especially in terms of ensuring learners' safety from sexual harassment. The SGB was reported to be very supportive in working with the school to deal with issues that arise, including those to do with possible crime threats. Respondents admitted not having forged relations with the community, other than with parents and the police.

This is a non-Programme school that is not consciously operating in terms of several of the Programme principles and has little external support.

There are no apparent success factors in the management of this school with respect to the Programme principles. Weaknesses that prevent the creation of a SCCFS school include:

- A strict, autocratic principal
- Lack of supervision of learners when teachers are absent
- Poor maintenance of buildings and grounds
- Weakness in forging partnerships.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 31 (High School) (ranked 34 out of 37)	Northern Cape	2.17	2.00

School 31 is a township secondary school whose learners come from a very dysfunctional community. The police and the various community institutions appear to have failed in addressing the problem of drug abuse among learners, which frequently leads to violence. A reactive approach is adopted by the police, who reportedly come to the school on Mondays to arrest male learners who have committed crimes over the weekend. Teachers reported that the RCL does not have any influence on critical issues; the SMT and SGB reportedly capitalise on the weakness of the RCL to monopolise decision-making processes within the school. The principal does not support the right of pregnant girls to come to school, although he respects Government policy in this regard.

The school buildings are old and in most parts in a state of disrepair; the school fence and the playing field are not well maintained. The school grounds are not safe and secure; learners reported that the only place where they felt safe was in their homes or in the classrooms during class time. Some teachers reportedly do little work with learners. It was observed that some educators were in the classroom but not teaching; the teachers interviewed reported that in some cases teaching had "ground to a halt". Learners reported that their morale is low because of the poor condition of the physical infrastructure, lack of facilities, insecurity as a result of the permeability of the fence and poorly prepared educators in some cases. The school works very closely with the local clinic,

and the SGB is active in developing partnerships. However, little seems to be done to address alcohol and other drug addiction among some learners.

The principal believed that the Programme service provider had played a “pivotal role” in helping to reduce violence at the school. However, most respondents felt that while the Programme principles are ideal, there had been minimal support and monitoring. The support provided by the Programme seems to have focused largely on school management and administration; the principal reported that it also included training in team building. There is a general opinion in the school that the enormity of the community crisis “far outweighs” the capacity of the Programme to make a significant impact. The principal argued that “the lack of support from the PED will lead to the collapse of the Programme.” He felt that there are no clearly communicated Programme implementation and monitoring systems. He questioned whether a programme addressing safety can function “when you don’t even have security personnel”. He felt strongly that the school does not have the infrastructure to effectively implement a programme of this nature: “We don’t have a sick room, we don’t have facilities, we don’t have infrastructure. How does a school become safe? Government is not helpful in most areas. In simple terms, the school is not receiving the necessary and intended support.” Educators agreed that the sustainability of the Programme is under threat: “The success of this Programme hangs in the balance. The department has a tendency of starting programmes and not sustaining the momentum. There have been many such programmes, but they have all collapsed.” The SGB member interviewed was not aware of the existence of the Programme.

There are no apparent success factors in the management of this school with respect to the Programme principles. Weaknesses that prevent the creation of a SCCFS school include:

- A laissez-faire approach to management
- Lack of conviction in the principal’s approach to learners’ rights
- Lack of supervision of learners when teachers are absent
- Lack of discipline and commitment among some teachers
- Unsafe, permeable grounds.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 27 (Senior Primary School) (ranked 35 out of 37)	Northern Cape	2.17	2.00

School 27 is a combined school whose learners come from a poor and largely unemployed township community, characterised by unemployment, alcoholism, crime, violence and absent parents. The school displays a generally inclusive and democratic approach to decision-making and problem solving. However, the chairperson of the school’s safety committee did not seem to be skilled in handling issues of discipline. One educator was seen carrying a stick on his way to his classroom, and RCL members reported that some teachers, but not all, hit the children, some with their hands and some with instruments such as a stick or pipe. The school is fenced, but learners find ways of getting out of the school grounds after break (once food has been served) to buy drugs. Over the years the school buildings have been systematically vandalised; the school had attended to some repairs but the toilets were not up to standard because of the vandalism. Since the installation of security systems by the PED, violence and vandalism had decreased, but not stopped completely. The Grade R classroom is new, but other buildings are in need of maintenance and repair. The classrooms display no charts, posters or any other decorative or educational elements on the walls or notice boards. The girls’ toilets particularly were felt to be unsafe as girls have little privacy. The school yard is unpaved and dusty, and the school is generally not an attractive place.

It appears that some of the educators are in need of professional development. Frequent reports to the effect that some educators do not attend their scheduled lessons were alarming, as was the custom of sending learners out of the school on errands during school time. Learners did not feel safe on these errands, as they feared being robbed. The principal seems hesitant (or unable)



“Frequent reports to the effect that some educators do not attend their scheduled lessons were alarming, as was the custom of sending learners out of the school on errands...”

to ensure compliance with class attendance and other requirements, but has a democratic approach to the establishment of relevant subcommittees that seems to have been effective. However, bullying has not been successfully addressed.

The SGB was functioning adequately without having received training. There are partnerships with the police and the Department of Social Development; motivational speakers frequently visit the school, and this is appreciated by the RCL. The school appears to be well supported by the district and district officials appear enthusiastic and concerned. However, broken promises were reported regarding expenditure by the PED on safety and security, and this had led to mistrust of the PED and low morale amongst teachers.

The SCCFS Programme had been introduced in 2009 with the school's safety coordinator participating in a workshop initially, and subsequently – in 2010 – the whole staff attended a workshop. Some were selected for training, reportedly on safety issues. After having received training, staff shared what they had learnt with the SGB. The SMT originally took responsibility for the Programme, and the Life Orientation educators subsequently took over. A key success seems to have been the establishment of the safety committee, which was reportedly “working very well”. There was still violence between learners, but the problem of fighting was less than before, and the atmosphere had generally become “calmer”. The SGB representative thought that the Programme had helped substantially to get parents and the community, amongst others, involved in the normal running of activities at the school, rather than waiting for problems to emerge, as the school had previously done. However, in the opinion of the SGB representative, implementation should have involved more people from the start, particularly in the workshops, “so that everyone could benefit and not just a few”. Teachers reported that they had initially not understood what the Programme was about and that the initial address at the launch had not been understood. However, they reported that “understanding grew as time passed.” If the Programme was to be sustained into the future, teachers felt that all teachers must be trained. The principal agreed, noting that the main gap had been involvement of all staff, rather than only the members of the safety committee. The Programme activities seem to have focused on safety related training for some teachers. Very little Programme support had been provided on site at the school. There is a distinct need for capacity building for educators in terms of alternative discipline strategies for classroom use, and in terms of effective learning and teaching. In addition, the principal appears to need capacity building in terms of management, and possibly assertiveness. The principal agreed that the school needs alternative disciplinary methods.

Key success factors:

- School management is committed to participatory decision-making
- The Programme has promoted enhanced security and stronger partnerships.

Key weaknesses:

- An unassertive principal who seems to lack confidence
- Need for professional development generally, including training in alternative approaches to discipline that do not involve corporal punishment
- Lack of training for the SGB

- Lack of involvement of the whole staff, as only the members of the safety committee had been trained
- Disillusionment with the PED regarding expenditure on safety and security
- Lack of on-site support by the SCCFS service provider.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 11 (Junior Secondary School) (ranked 36 out of 37)	Eastern Cape	2.00	1.00

School 11 is a combined school located in an extremely poor township. Most of the learners live in an informal settlement and reported that they feel safe in their homes, but not outside, where there are reportedly gangsters and drug dealers operating. Learners felt they should be searched for knives and dagga before they enter the school. Learners believe that their rights are not respected. It seems clear that some of the teachers in the school, both male and female, practise corporal punishment. The principal was worried that the PED's emphasis on learners' rights is creating challenging problems for educators. Learners felt that the school is unjust in its treatment of girls and teachers in cases where girls are impregnated by teachers, as the girls are reprimanded but the teachers are not.

The school buildings and grounds are in very poor condition and there is no playing field for the learners as this has been taken up by a garden, which needs attention. Although very didactic approaches to teaching were used in the lessons observed, in both classes learners seemed to fully understand the content of the lessons. Educators were in school on time during the school visits and displayed high morale at assembly. The educators have a positive attitude and give of their best despite the difficult social conditions in the community. The educators try to provide food and clothing to learners, although their own social circumstances sometimes limit the degree to which they can do this. The learners were punctual and seemed keen to be at school. Despite the fact that the gate remains open all day, no learners strayed out of the school yard. At break, they play in the parking area and when the bell rings they return to their classes immediately. There seems to be a good culture of teaching and learning; learners and educators are in class when they are supposed to be.

Several safety concerns need to be addressed, for example, there is fencing around the school but the gate is always open and unmanned and anyone can gain access to the school. There are allegations of bullying of small boys by bigger boys. The principal has initiated an 'adopt-a-child' campaign to encourage teachers to help needy learners with clothing and food if they can afford to. Learners suggested that an active SGB is needed to make the school a safer and better school. The school is not a healthy place for educators and learners. Teachers reported that vegetables from the school garden are used for the soup kitchen to support needy learners. Learners, however, reported that they were unhappy that they had to work in the garden since teachers take vegetables from the garden to their homes. Pregnancy among learners was reported to be very common. Teachers reported that they support learners who are HIV-positive, encouraging them to take their medication and having discussions in class on HIV. They also reported raising awareness so that their peers do not discriminate against HIV-positive learners. Learners suggested that the feeding scheme, which is provided for learners in grades 1 to 4, should be extended as there are other learners in Grade 5 upwards who do not have enough to eat.

The district has a bureaucratic approach to its dealings with the school; it was reported that when district officials come to the school it is to collect schedules. They only go to the principal's office and leave without visiting the classrooms, or walking about to observe the situation in the school. However, the district does reportedly offer some training. There is reported apathy from the SGB, with learners reporting that some SGB members abuse school gardening equipment by regularly borrowing it. However, the SGB is reported to be helpful in solving cases where learners break the school rules. No community support is reported. Evidence of this is the dumping of rubbish outside the school yard. It was reported that parents support beatings in the school because they believe these are good for the learners. There is reportedly erratic support from the police and the Department of Health. The school does not seem to be proactive in building partnerships.

In this school, the principal was the only staff member who seemed to know about the Programme. The learners and the SGB members were not aware of it, while the teachers seemed unsure. The school reportedly receives no support from the SCCFS coordinator, who is the reverend at a local church and who had, according to the principal, come to the school “a few times” to ask what the infrastructure needs of the school were. He had then reported that the school was second in line to get support and since then he had not reported back on progress. No infrastructure improvement had taken place at the school. The district officials were not sure who the Programme facilitator reported to; they were also unsure of their role in the Programme. One official reported that he was sent to the initial conference for Programme orientation because he was “the only person available”; however, this official is responsible for safety and health in the district, which are clearly Programme concerns. The officials also seemed confused about future responsibilities for the Programme: “Currently, there is a problem of accountability regarding the Programme as it is not clear where it should be located. The Programme may end up in school support services. Currently, it is located in corporate services and yet it is a professional services programme.”

Key success factors:

- A caring principal
- High morale among educators committed to a culture of teaching and learning, and a generally caring attitude (although some educators reportedly apply corporal punishment).

Key weaknesses:

- Need for professional development generally, including training in alternative approaches to discipline that do not involve corporal punishment
- Learners were unhappy that teachers take vegetables from the school garden to their own homes
- An inactive SGB and very little community support
- The district officials are reportedly only interested in bureaucratic procedures
- District officials seemed unsure of their role and of future responsibility for the Programme
- Lack of on-site support by the SCCFS Programme coordinator, who had reportedly visited the school on a few occasions to assess its infrastructure; nothing had resulted from these visits
- Concomitant lack of awareness of the Programme among school-based respondents.

1 Qualitative ranking	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 09 (High School) (ranked 37 out of 37)	Eastern Cape	1.50	2.00

A more extended summary is provided of School 09 because it is the lowest-ranked school in the sample, and because there was a relatively intensive attempt by the Programme coordinator to address the SCCFS principles on site.

This is a rural secondary school with 429 learners (55% are male), none of whom are considered by the principal to be socially vulnerable. However, social factors in the school community include extreme poverty, the absence of parents (either because of death or working away from home), learners acting as heads of families, unemployment, crime and violence. Crime and drug abuse rates (including among learners) are high according to a range of respondents. Violence occurs within the school, largely as a result of faction fights, reportedly linked to initiation rites and girlfriends, and often triggered by drug and alcohol abuse. When fights occur, learners are reported to bring weapons, which include knives and pangas, and hide them outside the school gate. Some of the fights that happen at school spill over from fights that happen over the weekend. Learners confirmed that they bring weapons to school to protect themselves when they anticipate a fight. According to the teachers interviewed, “there are cases of drugs at the school almost every day”. Two murders of learners were reported in recent years. Some learners are heads of families, while others are raised by grandparents and are dependent on child grants.

Learners reported that they were not involved in school decision-making. They did not believe that school managers addressed serious incidents effectively, and alleged that “teachers always put the blame on learners rather than resolving issues.” The RCL was not seen as an active structure in the school. Although there are reportedly many learners with special needs (including not being able to read or write), learners felt that learners with learning disabilities do not get appropriate help to succeed at the school. The relationship between learners and teachers appeared strained and one reason given for this was that uniforms donated to the school were being sold to learners by teachers. Learners reported that teachers apply corporal punishment when they are late for, or absent from school.

The school buildings are generally intact and in good condition, but unattractive. The school has a large space which could be used for sports fields, but it is currently underutilised; sporting activities are reportedly sporadic and dependent on the availability and willingness of the teachers to stay behind and coach learners. The school is not safe, as the fence is inadequate. Despite the prevalence of violent incidents, learners are allowed to leave the school grounds during break, and there is no supervision of learners by teachers during break. The principal reported a high level of truancy after break, as many learners do not return.

The school is not performing well in terms of teaching and learning. During the lesson observation (Life Orientation, Grade 11), the teacher emphasised issues such as girls needing to be careful of “sugar-daddies”, falling pregnant and suffering the consequences with their male “accomplices” gone and not supporting them. The lesson could be interpreted as meaning that girls are the irresponsible partner.

The principal did not appear to be energetic, and is reportedly not in control of the school and not assertive. He was not well informed about the SCCFS. District support for the Programme is reportedly close to non-existent, and there also seems to be little non-Programme support provided by the district. There was no evidence of Programme-related support provided by the SGB. Teachers reported that they had made efforts to “go to tribal meetings in order to encourage the community” but these meetings had not been successful. However, there appears to be some support available in the area, especially from the clinic (focused largely on issues of HIV/AIDS and STIs) and the police. Support from the police is viewed in a negative light by the learners, who allege that the police tend to treat learners violently when they are called in to address an incident at the school or come to conduct a random search of learners.

Reports suggest that the service provider supported the school for approximately one year, from mid-2008 until July 2009. Possibly because the school is part of a PED safety programme, the SCCFS Programme is also known as a “safety programme” despite the fact that the Programme coordinator dealt with issues beyond safety. The district official interviewed is also responsible for coordinating this provincial safety programme at district level and it appears that there has been no effort to communicate the SCCFS Programme as a distinct programme, or to communicate the linkages or complementarities of the two programmes being implemented at the school. The district official herself did not appear to have made this distinction.

The introductory workshop, attended by the senior staff, a SGB member and some learners, was described as a “safety workshop”. Subsequently, the Programme coordinator is said to have undertaken a number of activities, amongst others establishing a Students’ Christian Organisation, counselling learners and motivating them regarding their studies, talking to teachers and encouraging them, engaging with parents on issues relating to their children, promoting the safety of learners through precautions such as mowing the grass on the school grounds to protect them from snakes and checking electricity and toilets. The coordinator, a reverend, also organised talks for the learners by other reverends on issues such as crime, violence and HIV/AIDS. The coordinator was reportedly responsible for two Programme schools and visited this school twice a week.

There does not appear to have been useful interaction between the principal and the Programme coordinator. It seems that the coordinator went to the school and “did whatever was on his programme and left”. Teachers felt that “the SCCFS coordinator was at the school for too short a period, and the benefits could have been more substantial if the coordinator, who was hands-on, had stayed longer.” The principal recommended the appointment of a Programme coordinator in the future “who will drive the Programme forward in a transparent and properly coordinated manner” and with a “defined programme of action”.

The two teacher members of the school's safety committee interviewed were aware of the Programme. They confirmed that the SCCFS coordinator was responsible for the activities mentioned above. These two teachers had attended training, which included training on drug testing. However, it had been intended that a social worker would help with the school's serious drugs problem, but this assistance had not been forthcoming.

The principal summarised the views of staff, arguing that there had been insufficient training to "fully comprehend the SCCFS and its intentions". The district official interviewed felt that training provided by the PED and by the Programme in first aid and drug testing had been effective, but acknowledged that the PED and the SCCFS Programme had not been effective in providing follow-up support and that there had been "insufficient understanding of the Programme, lack of constructive leadership and lack of buy-in from stakeholders". All staff interviewed felt that the Programme activities are not sustainable as they "do not have time given their teaching responsibilities". The principal, however, felt that safety can continue to be improved through discussions with learners about violence and with the assistance of the police.

There are no key success factors with respect to the Programme principles in the management of this school.

Key weaknesses:

- The principal did not appear to be energetic, and is reportedly not in control of the school and not assertive. He was not well informed about the SCCFS.
- The principal did not consider any of the learners to be socially vulnerable. Given their socio-economic circumstances and the levels of violence in the community and in the school, this is a concern.
- The SGB appears to be inactive, and the community is reportedly unresponsive. Teachers have attended 'tribal meetings' in an unsuccessful attempt to reduce the levels of violence.
- Learners do not appear to be involved in decision-making at all, and seem to be blamed for the dire state of the school by the school itself and by the police.
- Learners reported corporal punishment and suspect teachers of corrupt practices, such as selling uniforms that have been donated to the school.
- Teachers seemed to blame girl learners for falling pregnant.
- The school grounds could be made more attractive, and there is ample space to provide sporting facilities, which are non-existent.
- There is no supervision of learners by teachers during break. Learners leave the school grounds during break, and there is a high level of truancy after break as many learners do not return.
- District support for the Programme is reportedly close to non-existent, and there also seems to be little non-Programme support provided by the district.
- The police allegedly treat learners violently when they are called in to address an incident at the school.
- Possibly because the school is part of a PED safety programme, the SCCFS Programme is also known as a "safety programme" despite the fact that the Programme coordinator dealt with issues beyond safety. The district official interviewed is also responsible for coordinating the PED safety programme at district level and it appears that there has been no effort to communicate the SCCFS Programme as a distinct programme, or to communicate any linkages or complementarities of the two programmes being implemented at the school. The district official herself did not appear to have made this distinction.
- The Programme coordinator is said to have undertaken a number of activities, amongst others establishing a Students' Christian Organisation, counselling learners and motivating them regarding their studies, talking to teachers and encouraging them, engaging with parents on issues relating to their children, promoting the safety of learners through precautions such as mowing the grass on the school grounds to protect them from snakes and checking electricity and toilets. The coordinator, a reverend, also organised talks for the learners by other reverends on issues such as crime, violence and HIV/AIDS. The coordinator was reportedly responsible for two Programme schools and visited this school twice a week.
- However, there does not appear to have been useful interaction between the principal and the Programme coordinator. The principal reported that the coordinator went to the school and "did whatever was on his programme



“... in certain schools in each province there was considerably greater Programme impact than in others, which is explained by the implementation of different strategies even within a province...”

and left”. Teachers felt that “the SCCFS coordinator was at the school for too short a period, and the benefits could have been more substantial if the coordinator, who was hands-on, had stayed longer.” The principal recommended the appointment of a Programme coordinator in the future “who will drive the Programme forward in a transparent and properly coordinated manner” and with a “defined programme of action”.

- The principal summarised the views of staff, arguing that there had been insufficient training to “fully comprehend the SCCFS [Programme] and its intentions”. The district official interviewed felt that training provided by the PED and by the Programme in first aid and drug testing had been effective, but acknowledged that the PED and the SCCFS Programme had not been effective in providing follow-up support and that there had been “insufficient understanding of the Programme, lack of constructive leadership and lack of buy-in from stakeholders”. All staff interviewed felt that the Programme activities are not sustainable as they “do not have time given their teaching responsibilities”.

Variations in Programme strategy and perceived Programme impact

The table below shows that there was little variation in perceived Programme impact across the four provinces. It is important to note that in certain schools in each province there was considerably greater Programme impact than in others, which is explained by the implementation of different strategies even within a province, especially in the Eastern Cape and KZN, where the levels of intensity of school-based support varied considerably. In the following table, the 31 Programme schools in the sample are ranked by perceived Programme impact. The table shows that in one to three schools in each province the perceived Programme impact score was 3 out of 5 or above (highlighted in the table), and that schools scoring lower than 3 are spread across the four provinces.

Table 11: Qualitative ranking of schools by perceived Programme impact

1 Qualitative ranking of schools by perceived Programme impact	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
1. School 08 (Junior Secondary School)	Eastern Cape	5.00	5.00
2. School 21 (High School)	Limpopo	4.67	5.00
3. School 10 (High School)	Eastern Cape	4.17	5.00
4. School 28 (Combined School)	KwaZulu-Natal	5.00	4.00
5. School 37 (Primary School)	Limpopo	5.00	4.00
6. School 13 (High School)	Northern Cape	4.83	3.00
7. School 38 (High School)	Limpopo	4.33	3.00
8. School 36 (Primary School)	Northern Cape	5.00	2.00
9. School 35 (Primary School)	Northern Cape	5.00	2.00
10. School 30 (Primary School)	Northern Cape	4.67	2.00
11. School 23 (Primary School)	Limpopo	4.50	2.00
12. School 12 (Combined School)	Northern Cape	4.00	2.00
13. School 19 (Primary School)	Northern Cape	4.00	2.00
14. School 04 (Senior Secondary School)	Eastern Cape	3.67	2.00
15. School 20 (High School)	Limpopo	2.67	2.00
16. School 31 (High School)	Northern Cape	2.17	2.00
17. School 27 (Senior Primary School)	Northern Cape	2.17	2.00
18. School 09 (High School)	Eastern Cape	1.50	2.00
19. School 34 (High School)	Northern Cape	5.00	1.00
20. School 22 (Senior Secondary School)	Limpopo	4.50	1.00
21. School 24 (Primary School)	Limpopo	4.33	1.00
22. School 14 (High School)	KwaZulu-Natal	4.00	1.00
23. School 25 (Primary School)	Limpopo	4.00	1.00
24. School 39 (High School)	Limpopo	4.00	1.00
25. School 29 (Primary School)	KwaZulu-Natal	3.83	1.00
26. School 33 (High School)	Northern Cape	3.50	1.00
27. School 15 (High School)	KwaZulu-Natal	3.17	1.00
28. School 26 (Senior Primary School)	Northern Cape	3.00	1.00
29. School 07 (Senior Secondary School)	Eastern Cape	2.50	1.00
30. School 18 (High School)	Northern Cape	2.50	1.00
31. School 11 (Junior Secondary)	Eastern Cape	2.00	1.00
Average		3.76	

The nature of the more successful Programme strategies

Because Programme strategies differed across provinces and in some cases within provinces, a brief indication of the nature of the more successful Programme strategies follows for the seven schools with the highest qualitative scores for perceived Programme impact.

1 Qualitative ranking of schools by perceived Programme impact	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 08 (Junior Secondary School) (ranked joint first out of 31)	Eastern Cape	5.00	5.00

A Programme coordinator had been stationed at School 08 for two years. The school has committed staff and a concerned community. The Programme coordinator was well liked by all and had helped to implement the Programme by, for example, identifying OVCs and learners with learning problems. She had sourced various forms of support for the school, including Government and non-government services. Teachers felt that a key aspect of the intervention had been the permanent presence of a very effective Programme coordinator at the school. The principal reported very good support from the district office in ensuring that the Programme was effectively implemented.

1 Qualitative ranking of schools by perceived Programme impact	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 21 (High School) (ranked joint first out of 31)	Limpopo	4.67	5.00

The Programme intervention in Limpopo was very different from that implemented in the Eastern Cape. Training programmes were developed for schools based on the results of a baseline study. In addition to training SMTs, leadership and management capacity building was provided for RCLs and district officials. Unlike the case of School 08, support and mentoring did not include the deployment of a full-time Programme facilitator at the schools. At School 21, which has committed staff and competent management, this strategy appears to have been very successful. For example, fighting and the use of weapons among learners have decreased significantly. Moreover, the Programme is reportedly now “an integral component of school life” and part of the mindset of both learners and educators. The Programme was reportedly well supported by the district office and the PED.

1 Qualitative ranking of schools by perceived Programme impact	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 10 (High School) (ranked joint first out of 31)	Eastern Cape	4.17	5.00

As was the case at School 08, Programme support at School 10 was provided by a full-time SCCFS coordinator, who reportedly helped the school in a number of ways in return for a small monthly stipend. He facilitated the establishment of the SCCFS Committee, which includes representatives of all stakeholders. He played an active role in facilitating linkages and partnerships with various role players, such as the police, nurses and social development officials. He also assisted the school with team building. He would motivate learners regarding their education and motivate educators who felt “unappreciated”. The principal, who leads a strong management team, felt that it had been important that the Programme coordinator had been based at the school. The withdrawal of the coordinator was described as a “challenge” as teachers would now have to “juggle responsibilities”. However, the SCCFS Committee continues to operate at the school.

1 Qualitative ranking of schools by perceived Programme impact	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 28 (Combined School) (ranked joint second out of 31)	KwaZulu-Natal	5.00	4.00

The Programme, and in particular the very active Programme facilitator, now deceased, were commended by all respondents at School 28, a well managed combined school. It was felt that the Programme had helped the school to improve as a safe, caring and child-friendly school in various ways, and had ensured the involvement of learners. Teachers argued that “another school-based carer is required urgently, and must be available 24/7 to assist learners in the school.”

1 Qualitative ranking of schools by perceived Programme impact	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 37 (Primary School) (ranked joint second out of 31)	Limpopo	5.00	4.00

School 37, located in a deep rural community, has very effective school managers who have a consultative approach to decision-making. The school has reportedly not been visited by district or PED officials in the last five years. As was the case at School 21, a workshop-based approach to the Programme was adopted at this school, with on-site mentoring and support but no full-time school-based facilitator. Although the Programme workshops were conducted in English, which proved difficult for the SGB stakeholders, the Programme has reportedly “contributed a lot” to the school’s achievements, in particular but not only in terms of health, and teachers and learners felt they have been equally motivated to be more effective and focused. The Programme was described as “an eye-opener”, helping to eliminate bullying and introduce some level of openness to discuss HIV/AIDS. Respondents reported “great cooperation” between staff and UNICEF. The principal believed that the advantage of having NGOs implement such a programme is that they have expertise and provide training, monitoring and support to the schools, which the PED does not. Support visits, according to the principal, could have been more regular. The principal felt that the committees established as a result of the Programme intervention will sustain the Programme.

1 Qualitative ranking of schools by perceived Programme impact	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 13 (High School) (ranked joint third out of 31)	Northern Cape	4.83	3.00

There are similarities between the Programme strategies adopted in Limpopo and the Northern Cape. In both provinces, the service providers did not provide full-time on-site support. In the Northern Cape the service provider seems to have provided less intensive support and mentoring to schools directly, and to have placed the emphasis on training at off-site venues. A great deal of Programme branding activity took place, with SCCFS posters very evident at all the schools visited, ‘pledge certificates’ per school and a SCCFS ‘barometer’ that was used to assess progress per school in terms of the Programme principles. Some support was provided to teachers to improve subject teaching and to eliminate bullying, but more support seems to have been provided to school managers.

The principal at School 13 spoke highly of the SCCFS facilitator, who visited the school once each quarter and provided useful assessments; she reported that the Programme had helped her to become a more effective principal. Teachers, however, felt that although the Programme may have raised awareness and enhanced what staff were already doing, Programme achievements were not significant. The principal acknowledged that she was “the only person in the school who was really empowered by the Programme”. She had acquired additional skills through the Programme, which in her opinion was a management programme: “The main focus was on the principal, on an awareness of the principal’s role in a school. The rest of the school did not get a lot of

development.” Learners reported that the SMT meets with the RCL once a week and attributed this to the Programme, which had focused on decision-making among school managers.

1 Qualitative ranking of schools by perceived Programme impact	2 Province	3 Average score (for all Programme principles)	4 Perceived Programme impact score
School 38 (High School) (ranked joint third out of 31)	Limpopo	4.33	3.00

As was the case at School 21 and School 37, a workshop-based approach to the Programme was adopted at School 38, with on-site mentoring and support but no full-time school-based facilitator. However, respondents at the school expressed disappointment at the lack of on-site support as they could only remember one visit by the Programme service provider. The principal felt strongly about the lack of Programme support: “The programme implementers should not disappear and only resurface at a later stage, they should keep regular contact with the schools even if it’s over the phone ... We must see what can be done to awaken the Programme.” It seems that greater efforts could have been made to resolve tensions between the SGB and school management over school spending, which had adversely affected the SCCFS plan developed by the school. However, the teachers and the principal reported that since the introduction of the Programme the school has become more aware of the potential for school improvement.

Conclusion

This chapter has presented relevant aspects of the qualitative dataset for selected schools: the six schools performing best in terms of the Programme principles, the five worst-performing schools, and the seven schools where the Programme strategy was most effective. Full descriptions of all 37 sample schools are presented in Annex 3 (available as a separate document), and the findings of the qualitative and quantitative analyses are presented in Chapter 7.



07

Findings

Introduction

Before proceeding to present findings based on the quantitative and qualitative datasets, the following important distinctions between the two datasets must be drawn:

- The quantitative data produced important, statistically significant findings. The scores related to significant differences between the Programme and non-Programme schools in the sample are therefore firm evidence of learners' and teachers' perceptions of their schools.
- The qualitative data are clearly of a different nature altogether. The dataset has enabled the production of a rich description of each of the 37 schools and their socio-economic circumstances. The qualitative scores assigned to each school (on aspects such as school effectiveness) are clearly not of the same order as the significance scores in the quantitative data analysis. The value of the qualitative scores lies in the cross-school comparative perspective from which they were produced: for example, we can state with some conviction that a school which scores 2 for safety, care and support is considerably less safe, caring and supportive than a school which scores 5.
- By contrast, learners and teachers who submitted the closed-item questionnaires from which the quantitative data were drawn were immersed in their particular environments. Learners in the sample schools, particularly, would be unlikely in most cases to be able to compare their school and school environment with other schools and school environments. So, for example, a learner who reports feeling safe at school may not be aware of how safe a school can be, and may feel relatively safer at school than outside it. This is not to undermine the importance of the questionnaire responses, but rather to stress the comparative value (although they are necessarily judgmental) of the qualitative scores.

Although triangulation is appropriate (and has been effected) within each dataset, it is inappropriate in this study to triangulate the quantitative and qualitative datasets, as they have distinct purposes. The quantitative dataset effectively tells us that learners (especially) and teachers (to a much lesser extent) believe that their conditions are better if they attend or work at Programme schools. The qualitative dataset does a different thing altogether:

- It tells us why certain schools (Programme and non-Programme schools) are performing well or badly with respect to the six Programme principles
- It tells us what practices are prevalent at the schools that enable them to perform well or badly
- It tells us a great deal about the characteristics of school leadership that enable or constrain school performance with respect to the Programme principles
- It tells us what kinds of Programme intervention have helped some schools to perform well, and which Programme strategies seem to have been ineffectual
- It helps to ascertain the kinds of Government support that enable or constrain school performance with respect to the Programme principles.

The quantitative data have been presented in Chapter 5; the salient qualitative data have been presented in Chapter 6. The qualitative scores assigned to each school are summarised with a brief rationale in Annex 4, and the qualitative ranking of the 37 sample schools is presented in Annex 5 (the annexes to this report are available as a separate document). The perspectives of key respondents presented in Chapter 4 are also important to note as we progress.

Findings: learner and educator survey

The overall findings of the questionnaire-based survey (with educators as respondents in all 37 schools and learners as respondents in 19 secondary schools and two combined schools) suggest that compliance with the principle of gender sensitivity and gender promotion is good. However, the differences in perception between educators at the SCCFS Programme schools and the non-Programme control schools are statistically insignificant with respect to gender issues, while the differences between learners are significant.



“... views and perceptions of learners at high schools where the Programme was implemented are significantly more positive than those of their peers at schools where the Programme was not implemented.”

The issue of schools being rights-based and inclusive is not as highly rated as their compliance with gender sensitivity issues, but the differences in perception between Programme and non-Programme schools are significant. Larger proportions of both educators and the learners at Programme schools indicate that adherence to ensuring learner rights and inclusiveness is better than is the case at non-Programme schools.

With regard to the principles of school effectiveness, safety, health and partnerships, the views of educators do not differ significantly between Programme and non-Programme schools. However, this is not the case amongst learners, for whom differences are statistically significant. Thus, larger proportions of learners at SCCFS Programme high schools than at non-Programme high schools express positive views about how effectively their schools operate; how safe it is at their schools; the extent to which health issues receive attention; and the degree to which their schools encourage external partnerships. This finding possibly suggests that learners at the Programme high schools are experiencing positive effects of the Programme that are beyond their teachers' radar screens.

The table that follows comprises a summary of indices pertaining to each of the six facets of the SCCFS Programme. It shows the following:

- The views and perceptions of learners at high schools where the Programme was implemented are significantly more positive than those of their peers at schools where the Programme was not implemented. This holds for all six facets.
- It can therefore be concluded that learners at SCCFS Programme high schools are much more likely to believe that their rights are respected and that the school is inclusive; that the school is effective in managing resources and supporting learners; that the school offers them a safe environment for learning; that the school gives attention to the health of learners; that boys and girls receive equal treatment; and that the school is forging partnerships with its parent body and local community.
- The table also indicates that educators at SCCFS Programme schools are significantly more likely to believe that their schools are inclusive of all types of learners and that learners' rights are respected and protected.
- In relation to the other five facets of the SCCFS Programme, however, the views of educators about their schools do not differ from those of the non-Programme schools. Overall, the SCCFS Programme therefore appears to have impacted on the perceptions of learners to a far greater extent than on those of educators.

In the table below, 'Yes' in the SCCFS Programme column refers to a Programme school, 'No' refers to a non-Programme school and 'All' reflects the score for all schools for the given index.

Table 12: Summary of significant differences between Programme and non-Programme schools

Educators	SCCFS Programme			Analysis of variance		LEARNERS	SCCFS Programme			Analysis of variance	
	Yes	No	All	F	sig		Yes	No	All	F	sig
Rights index	3.95	3.59	3.89	18.554	0.000	Rights index	3.65	3.35	3.57	41.649	0.000
Effectiveness index	3.85	3.83	3.85	0.031	0.860	Effectiveness index	3.62	3.31	3.54	34.477	0.000
Safety index	3.35	3.32	3.34	0.080	0.777	Safety index	3.12	2.61	2.98	71.326	0.000
Health index	3.39	3.41	3.39	0.080	0.777	Health index	3.00	2.79	2.94	11.756	0.001
Gender index	4.29	4.37	4.30	0.854	0.356	Gender index	4.14	3.85	4.06	19.514	0.000
Partnership index	3.73	3.61	3.71	1.768	0.184	Partnership index	3.51	2.75	3.31	106.278	0.000
SCCFS index	3.76	3.69	3.75	1.220	0.270	SCCFS index	3.50	3.11	3.40	93.444	0.000

Findings: qualitative and quantitative scores per Programme school

Introduction

In this section we present an overview of the quantitative and qualitative scores assigned to Programme schools only through the fieldwork; the scores are presented per province. The quantitative scores (out of 5) are derived from teachers' and learners' responses per school to the closed-item questionnaires. The qualitative scores (also out of 5) were assigned to each school for performance across all six Programme areas and for perceived Programme impact. We noted in Chapter 6 that the views and perceptions of learners at high schools where the Programme was implemented are significantly more positive than those of their peers at schools where the Programme was not implemented; this holds for all six facets of the Programme. The purpose of this section is not to revisit the Chapter 6 findings, but to ascertain whether Programme impact differed across provinces and service providers, given the different strategies employed.

Table 13: Teachers' scores and qualitative scores per school by province (Programme schools only)

School name	Quantitative score (teachers)	Qualitative score	Perceived Programme impact	Province
School 09 (High School)	3.513	1.50	2.00	Eastern Cape
School 11 (Junior Secondary School)	3.943	2.00	1.00	Eastern Cape
School 07 (Senior Secondary School)	3.747	2.50	1.00	Eastern Cape
School 04 (Senior Secondary School)	3.793	3.67	2.00	Eastern Cape
School 10 (High School)	4.002	4.17	5.00	Eastern Cape
School 08 (Junior Secondary School)	3.912	5.00	5.00	Eastern Cape
School 15 (High School)	3.735	3.17	1.00	KwaZulu-Natal
School 29 (Primary School)	3.843	3.67	1.00	KwaZulu-Natal

School 14 (High School)	3.817	3.83	1.00	KwaZulu-Natal
School 28 (Combined School)	3.437	5.00	4.00	KwaZulu-Natal
School 20 (High School)	3.753	2.83	2.00	Limpopo
School 39 (High School)	3.691	4.00	1.00	Limpopo
School 25 (Primary School)	3.762	4.00	1.00	Limpopo
School 38 (High School)	3.337	4.33	3.00	Limpopo
School 22 (Senior Secondary School)	3.909	4.33	1.00	Limpopo
School 23 (Primary School)	4.021	4.50	2.00	Limpopo
School 24 (Primary School)	4.020	4.50	1.00	Limpopo
School 21 (High School)	3.697	4.67	5.00	Limpopo
School 37 (Primary School)	4.185	5.00	4.00	Limpopo
School 27 (Senior Primary School)	3.686	2.17	2.00	Northern Cape
School 18 (High School)	3.539	2.33	1.00	Northern Cape
School 31 (High School)	3.632	2.50	2.00	Northern Cape
School 26 (Senior Primary School)	3.128	3.00	1.00	Northern Cape
School 33 (High School)	3.892	3.33	1.00	Northern Cape
School 19 (Primary School)	3.475	4.00	2.00	Northern Cape
School 30 (Primary School)	3.229	4.67	2.00	Northern Cape
School 34 (High School)	3.884	5.00	1.00	Northern Cape
School 36 (Primary School)	4.252	5.00	2.00	Northern Cape
School 35 (Primary School)	3.737	5.00	2.00	Northern Cape
School 12 (Combined School)	3.574	4.00	2.00	Northern Cape
School 13 (High School)	3.792	4.83	3.00	Northern Cape

Table 14: Learners' scores and qualitative scores per school by province (Programme high schools only)

School name	Quantitative score (learners)	Qualitative score	Perceived Programme impact	Province
School 07 (Senior Secondary School)	3.527	2.50	1.00	Eastern Cape
School 10 (High School)	3.321	4.17	5.00	Eastern Cape
School 04 (Senior Secondary School)	3.207	3.67	2.00	Eastern Cape
School 09 (Senior Secondary School)	3.148	1.50	2.00	Eastern Cape
School 15 (High School)	3.494	3.17	1.00	KwaZulu-Natal
School 14 (High School)	3.483	3.83	1.00	KwaZulu-Natal
School 28 (Combined School)	3.389	5.00	4.00	KwaZulu-Natal
School 39 (High School)	3.594	4.00	1.00	Limpopo
School 38 (High School)	3.559	4.33	3.00	Limpopo
School 21 (High School)	3.507	4.67	5.00	Limpopo
School 22 (Senior Secondary School)	3.483	4.33	1.00	Limpopo

School 20 (High School)	3.372	2.83	2.00	Limpopo
School 34 (High School)	4.272	5.00	1.00	Northern Cape
School 13 (High School)	3.979	4.83	3.00	Northern Cape
School 33 (High School)	3.813	3.33	1.00	Northern Cape
School 31 (High School)	3.276	2.50	2.00	Northern Cape
School 12 (Combined School)	2.907	4.00	2.00	Northern Cape

The average scores (out of 5) per province obtained through the educator questionnaires in 31 Programme schools are provided in the table below.

Table 15: Average quantitative scores per province: School performance in terms of Programme principles (teachers)

	Eastern Cape (6 schools)	KwaZulu-Natal (4 schools)	Limpopo (9 schools)	Northern Cape (12 schools)
				3.686
				3.539
				3.632
			3.753	3.128
			3.691	3.892
			3.762	3.475
	3.513		3.337	3.229
	3.943		3.909	3.884
	3.747	3.735	4.021	4.252
	3.793	3.843	4.020	3.737
	4.002	3.817	3.697	3.574
	3.912	3.437	4.185	3.792
Average	3.82	3.71	3.82	3.66

There is little difference between the provincial averages obtained through the educator questionnaire scores. The average provincial scores for school performance in terms of Programme principles range from 3.66 (out of 5) in the Northern Cape to 3.82 in the Eastern Cape.

The average scores (out of 5) per province obtained through the learner questionnaires in 17 Programme schools (high schools only) are provided in the table below.

Table 16: Average quantitative scores per province: School performance in terms of Programme principles (Learners in high schools only)

	Eastern Cape (4 schools)	KwaZulu-Natal (3 schools)	Limpopo (5 schools)	Northern Cape (5 schools)
			3.594	4.272
	3.527		3.559	3.979
	3.321	3.494	3.507	3.813
	3.207	3.483	3.483	3.276
	3.148	3.389	3.372	2.907
Average	3.30	3.46	3.48	3.49

There is little difference between the provincial averages obtained through the learner questionnaire scores in 17 Programme schools (high schools only). The average provincial scores for school performance in terms of Programme principles range from 3.30 in the Eastern Cape to 3.49 in the Northern Cape.

The average scores (out of 5) per province (across all six Programme principles) that were assigned through the qualitative fieldwork in 31 Programme schools are provided in the table below.

Table 17: Average qualitative scores per province: School performance in terms of Programme principles

	Eastern Cape (6 schools)	KwaZulu-Natal (4 schools)	Limpopo (9 schools)	Northern Cape (12 schools)
				2.17
				2.33
				2.50
			2.83	3.00
			4.00	3.33
			4.00	4.00
	1.50		4.33	4.67
	2.00		4.33	5.00
	2.50	3.17	4.50	5.00
	3.67	3.67	4.50	5.00
	4.17	3.83	4.67	4.00
	5.00	5.00	5.00	4.83
Average	3.14	3.92	4.24	4.31

With respect to the average scores (out of 5) per province (across all six Programme principles) that were assigned through the qualitative fieldwork in 31 Programme schools, Northern Cape scores the highest (4.31) and the Eastern Cape the lowest (3.14). The KZN score (3.92) and the Limpopo score (4.24) show that the sample schools in these two provinces are performing well on average in terms of the Programme principles.

The average scores (out of 5) per province for perceived Programme impact that were assigned through the qualitative fieldwork in 31 Programme schools are provided in the table below.



“The Programme is very appropriate for many South African schools.”

Table 18: Average qualitative scores per province: Perceived Programme impact

	Eastern Cape (6 schools)	KwaZulu-Natal (4 schools)	Limpopo (9 schools)	Northern Cape (12 schools)
				2.00
				1.00
				2.00
			2.00	1.00
			1.00	1.00
			1.00	2.00
	2.00		3.00	2.00
	1.00		1.00	1.00
	1.00	1.00	2.00	2.00
	2.00	1.00	1.00	2.00
	5.00	1.00	5.00	2.00
	5.00	4.00	4.00	3.00
Average	2.67	1.75	2.22	1.78

The average scores (out of 5) per province for perceived Programme impact that were assigned through the qualitative fieldwork show that perceived Programme impact was on average low in all provinces, ranging from 1.75 in KZN to 2.67 in the Eastern Cape. However, it is important to note that Programme impact is highly variable, and is high in certain schools. Variability in perceived Programme impact is most extreme in the Eastern Cape, where high-intensity support was provided in the two highest-scoring Programme schools.

Findings per evaluation criterion

Introduction

The evaluation findings are presented below with respect to the evaluation criteria set out in Chapter 2. These were:

- Relevance
- Efficiency
- Effectiveness
- Impact

- Sustainability
- Replicability
- Alignment with government plans.

In addition to the addressing the above criteria, findings related specifically to the Programme strategy are presented.

Programme relevance

How relevant has the SCCFS framework been in contributing to the improvement of teaching and learning in the participating schools?

The Programme is very appropriate for many South African schools. In the sample schools, social conditions in the school communities ranged from poverty to extreme poverty and hunger, often accompanied by the abuse of alcohol and other drugs and serious crime. Learners in several schools felt safe in their classrooms, but not in the school grounds or even in their homes. In many schools there were learners with absent parents; some are heading their households and many are living with grandparents dependent on social grants. In many of these cases the HIV/AIDS pandemic may have been a factor. Unemployment and concomitant poverty are certainly negative factors in the desperate circumstances reported in most of the sample schools.

Programme strategy

The Programme strategy was highly variable both across and within provinces. Noting that six non-Programme schools were included in the sample, it seems clear that:

- Some schools are performing very well in terms of the Programme principles with and without Programme support.
- A Programme strategy that relies heavily on off-site training coupled with limited on-site mentoring and support (as implemented in the Northern Cape) is effective in certain circumstances: school management must be at a 'threshold of functionality' to be able to benefit from the approach; on-site support must be consistent and regular; and all school-based role players need to reap the benefits of the support provided.
- An approach that provides more intensive on-site support (in some instances support provided by a full-time Programme facilitator, as implemented in some schools in the Eastern Cape) seems to be very effective, and in these cases the discontinuation of support is sorely missed by the school.
- Considerable disappointment and even resentment were noted in schools where low-intensity support was provided on site. The qualitative dataset shows that even within a particular province with (supposedly) a single strategy, the extent of on-site support varied considerably, from "invisible" Programme support to full-time assistance.
- The high-intensity support strategy implemented – although not at all uniformly – in the Eastern Cape is appropriate and sorely needed in some schools, in particular to kickstart effective partnerships that enable schools to access existing Government and non-government services, and to motivate school-based role players to use the Programme principles as the basis for their plans and actions. Two factors are at work in the appropriateness of this strategy: dire socio-economic conditions and a school management team that is below the 'threshold of functionality' (a concept that needs further research).
- The relatively low-intensity strategy (in terms of on-site support) implemented, for example, in the Northern Cape is appropriate in schools whose management team is above the 'threshold of functionality'. However, even in these schools, in order to maximise the benefits for all role players (and avoid the disappointment and resentment reported in some schools), the strategy needs to be strengthened with more on-site service provider visibility and support.
- PED and district support – in particular the latter – were greatly appreciated by schools in the relatively few instances in which they were present and effective. Since this is presumably a question of Government using its own funds and policies more efficiently to improve levels of school support (and enable districts to focus on the schools in most need), this aspect of the challenge is not costed in the Chapter 8 expenditure projections.
- PED support to improve school safety was evident in the form of protective boundary fencing and security guards in some schools; however, in other schools where learners are in dire need of protection from an unsafe neighbourhood, fences were often absent or broken, guards were not present and unsupervised learners entered and left the premises

without control. In one case teachers sent learners on errands to the local shop, where they were at risk of being robbed. An important assumption in the Chapter 8 expenditure projections is that schools in unsafe communities must be fenced and guarded at Government cost, and teachers must be required to exercise due professional care over their learners. Costs associated with these Government responsibilities are therefore excluded from the expenditure projections set out in Chapter 8.

It should be noted that monitoring and evaluation was also highly variable across provinces and across schools within provinces. Many schools reported not only little on-site support but infrequent visits to monitor the effectiveness of Programme implementation. The exception is the Northern Cape, where regular school visits were effected to monitor what the service provider called the Programme 'barometer'. A related point is that the baseline studies were very inconsistent in their design, as is evident in the documentary review presented in Chapter 1. Moreover, data per school are not contained in the baseline reports (except for the Northern Cape study), which makes measurement of progress per school impossible.

Programme efficiency

Reasons why it was not possible to assess Programme efficiency are presented separately in Chapter 8, together with recommendations regarding future expenditure.

Programme effectiveness

The following statistically significant findings relate to learners' and educators' perceptions of Programme effectiveness:

- Learners at SCCFS Programme schools are much more likely than other learners to believe that their rights are respected and that the school is inclusive; that the school is effective in managing resources and supporting learners; that the school offers them a safe environment for learning; that attention is given to the health of learners by the school; that boys and girls receive equal treatment; and that the school is forging partnerships with its parent body and local community.
- Educators at SCCFS Programme schools are significantly more likely to indicate that their schools are inclusive of all types of learners and that learners' rights are respected and protected.

These findings show that Programme school learners are more acutely aware of the improvements in their schools than their teachers. Since the Programme essentially aims to improve the lives of learners, this is a positive finding. However, if teachers are relatively less aware of the benefits of the Programme (which the qualitative research explicitly shows in many schools), the implications for Programme sustainability must be cause for concern.

The qualitative ranking of the 37 schools presented in Chapter 6 leads to a number of important observations:

- Some schools are able to create extremely safe, caring and child-friendly environments without external support.
- In 20 of the 37 schools a safe, caring and child-friendly environment has been created. In seven of these 20 schools the Programme has been a reasonably effective (and in some cases very effective) source of support. In 12 of the 20 highest-ranking schools the Programme strategy did not appear to have had a major impact on the schools' good rating. One of the 20 schools was not a Programme school.
- The remaining 17 schools, five of which are non-Programme schools, are not performing well in terms of the Programme principles. Of the five lowest-ranked schools, four are Programme schools where the Programme strategy appears to have been ineffective.

The six highest-performing schools have the following features (not all of which are present in all schools):

- A strong principal (and in some cases a strong SMT) who interacts well, consults with stakeholders (including learners) and delegates functions and tasks effectively.
- Caring, committed teachers.
- Learners who are involved in decisions that affect them.

- High morale among learners and teachers.
- An active, supportive SGB that helps to develop good relationships with the community.
- Strong partnerships with NGOs and Government service providers, including police who adopt a developmental approach to their relationship with the school.
- Partnerships that are aligned to ensure efficient support. This was not a strong feature in any of the sample schools. Partnerships tended to be *ad hoc* and not integrated.
- Buildings and grounds that are safe, secure and welcoming.
- Close supervision of learners during break.
- Willing and able district and PED officials.

The five lowest-performing schools have the following features (not all of which are present in all schools):

- An unassertive principal.
- A principal who does not believe in certain of the learners' rights (such as the right of a pregnant learner to attend school), even though she/he respects Government policy in this regard.
- A principal who is unable to report how many learners are socially vulnerable.
- A principal who does not know what the Programme (or the Programme coordinator) is doing at the school.
- An autocratic principal who makes decisions without consulting stakeholders.
- Teachers who are not punctual or are not committed to teaching and learning, do not supervise learners during break, and send learners on errands to sites that are dangerous.
- Teachers who reportedly have sexual relationships with girl learners.
- School staff who blame the community and learners for the school's troubles.
- Unsafe, permeable school grounds and a laissez-faire approach to learners leaving and local residents entering the grounds.
- Weak partnerships with NGOs and Government service providers.
- Police who respond violently when called into the school.
- District officials who stress bureaucratic requirements in their relationship with the school rather than the Programme principles.
- Poor maintenance and cleaning of school buildings and grounds, which are not welcoming.

The key factors in terms of Programme success are:

- High-intensity support in the form of an active, committed and empathetic Programme facilitator on site in schools where the staff are willing but struggling to improve the school environment (schools 08, 10 and 28).
- In schools that have many of the features listed above as effective (particularly, strong management), low-intensity support that provides a framework (and "ideas") that the school can use to improve its performance (schools 13, 21, 37 and 28).

Important criticisms of the Programme (even in cases where it had been very successful) are:

- Lack of attunement of the Programme intervention to the most pressing needs of the school (such as high pregnancy rates, drug addiction, or high attrition rates).
- Insufficient buy-in among stakeholders.
- Training of selected teachers without high levels of Programme awareness among the rest of the staff.
- Lack of training of the SGB.
- Insufficient on-site support.
- No provision of key resources, such as fencing to protect the school and learning resources.
- Lack of attention to improved teaching and learning, with a frequent emphasis on safety. (In many schools the Programme was thought to be a safety programme.)

Programme impact

What was the impact of the Programme in terms of creating school environments that are conducive to teaching and learning, and on learning performance?

Particularly in terms of the perceptions of learners, the impact of the Programme was significantly greater in Programme than in non-Programme schools. However, we have noted that the perceptions of learners per school do not provide a comparative perspective across schools. When examined from a qualitative comparative perspective, the impact of the Programme was found to be highly variable, because of the great variability in Programme strategies, which were only in some instances attuned to the needs of the school.

The Programme strategies rated as having the greatest impact in Chapter 6 display variability. In schools 08, 10 and 28 full-time on-site support had been provided (in school 28 a 'school-based carer' and in the other two schools a SCCFS coordinator); in schools 13, 21, 37 and 28 a workshop-based approach was implemented in schools with strong management and committed staff, with low levels of on-site support. In School 21 good departmental support was reported. This further illustrates the finding that a low-intensity strategy (in terms of on-site support) is appropriate in schools whose management team is above the 'threshold of functionality'.

The direct impact of the Programme on children's learning seems to have been minimal. In some schools it was reported that insufficient attention had been paid to curriculum issues. In many other schools curriculum issues were not reported as a concern because of the diverse other challenges the schools were facing. In the Northern Cape the service provider produced curriculum-related electronic resources, but these were not reported by respondents as SCCFS initiatives, and in one relatively successful school they were judged to be below the level required by the curriculum. However, many schools showed improved pass rates, which may be attributable to the creation of a more conducive school environment.

The minimal impact of the Programme on teaching and learning can be explained in a number of ways:

- The intention in the Programme design was to create school environments that are conducive to effective teaching and learning, rather than to impact directly on learner performance.
- In many of the sample schools the school environment is so impacted by poverty and violence that safety and security take precedence over any other concern.
- The Programme strategies differed from province to province, and differed in KZN from district to district. Programme attempts to improve teaching and learning were not driven by a centrally designed strategy. This was probably a sound planning decision, since an important finding is that some schools reported that the Programme could have been more attuned to their most pressing needs, many of which were not curriculum-related but, if addressed, would enable improved teaching and learning.

Programme sustainability

What mechanisms have been established to ensure sustainability beyond the period of UNICEF support, and what is the likelihood of the Programme being sustained?

In the following schools, where the Programme strategy was relatively successful, there is strong evidence of Programme sustainability:

- In School 08 the principal felt that follow-up visits by someone whom the school can consult would be enough. The school has employed the services of a welfare assistant, who is stationed at the school and paid by the PED. This person has been tasked with the responsibility of visiting families to seek information about learners' living conditions and assisting families in need to access social grants and any other services necessary. This, coupled with the commitment of the staff and the school community, provides a strong platform for sustaining the gains of the Programme.

- In School 21 the Programme is reportedly “well entrenched and part of the school’s operational projects”. It is no longer seen as external support but as “an integral component of school life”: “It has helped change the mindset of both learners and educators, who at the beginning were mindless of learners’ rights. The Programme has been hailed as a highlight to the school and it has helped a lot in the development of the different governance instruments, including policies and administrative tools.” In this school, in stark contrast to most of the sample schools, strong support from the PED and the district office was reported.
- In School 37 respondents were ambivalent about Programme sustainability. Staff felt that the Programme had been an “extra activity”. The principal gave a different view: “We initially thought they were adding more work, but in-fact the activities are part of the day-to-day activities.” However, as a result of the Programme the school has established a health advisory committee and a safety and security committee, which remain active. Although the principal would like the SCCFS service provider to continue to be involved to encourage and support the school, he believed that the school is able to sustain the Programme: “Since the seed has been planted and the committees have been established, the school has the opportunity to sustain the Programme.”
- In School 13 the Programme helped the principal in particular to become more effective: “As a result of different workshops the school has benefited greatly. It [the Programme] helped to empower me.” She reported a decline in discipline issues at the school and a decrease in fighting among learners. The principal ascribes this to the Programme and departmental workshops. She acknowledged that she was “the only person in the school who was really empowered by the Programme”. She had acquired additional skills through the Programme, which in her opinion was a management programme: “The main focus was on the principal, on an awareness of the principal’s role in a school. The rest of the school did not get a lot of development.” It seems that Programme sustainability in this school depends to a degree on the continued commitment of the principal, although staff insisted that they were already committed to the Programme principles prior to Programme inception: “We go the extra mile. This is not new, it is not something that was planted, it was here already.”

In three schools where the Programme had also been effective, the evidence of Programme sustainability is less strong:

- In School 10 the withdrawal of the SCCFS coordinator was described as a “challenge” as teachers would now have to “juggle responsibilities”. The principal also referred to the school’s “lack of financial muscle” to sustain the Programme. However, he noted that the CFS Committee, which is “proactive and enthusiastic”, continues to operate at the school.
- In School 28, respondents were concerned that support has dwindled for various reasons. They referred to the unclear contractual service period of the Programme’s SBCs, and the untimely death of the Programme facilitator in the district. Teachers were concerned about lack of clarity in terms of the SBCs, who were considered key Programme personnel. They did not know what had happened with their appointment. The SBC assigned to their school had assisted in “dealing with some of the unique issues learners and educators were grappling with”. Teachers argued that “another SBC is required urgently, and must be available 24/7 to assist learners in the school!”
- In School 38 teachers felt that the major success factors in Programme implementation had been the improvement of discipline among learners and the newly developed good relations between learners and teachers. They also reported that the Programme had made the school more aware that it can establish links with different Government departments for the benefit of the children. Many children were said to have accessed identity books and social grants; sick children had been identified and treatment sourced since the introduction of the Programme. Since this school had received little on-site Programme support, it seems that the efforts of staff to put into practice the Programme principles will be sustained.

The key factors in terms of Programme sustainability are:

- A strong, committed principal or SMT.
- Staff who are committed to the Programme principles.
- The creation of relevant school structures (such as health committees).
- The incorporation of the Programme principles in school policies.
- The recruitment of a welfare assistant to sustain some of the Programme activities, such as assisting families in obtaining social grants.

- PED and district officials who are committed to the Programme, are aware of where responsibility for the Programme is located and have sufficient time to monitor and support Programme activities. Evidence of sustainability is strongest in the Northern Cape, where PED and district officials reported much higher levels of participation in the Programme, and where there is a provincial 'Schools of First Choice' programme designed to make schools in poor communities more attractive to parents.
- Post-Programme follow-up to ascertain schools' ongoing needs.

These factors are not present in the majority of the sample schools.

Programme replicability

The SCCFS Programme is clearly replicable, but should be replicated with modifications that are costed in Chapter 8 and discussed in detail in Chapter 9. These modifications include:

- Combining high- and low-intensity strategies that entail centralised training coupled with a strong on-site presence in each school where management is below what we have referred to as a 'threshold of functionality'.
- Adopting a more centralised and standardised approach to project management and monitoring and evaluation.
- Aligning Programme interventions more closely with schools' most pressing needs.
- Strengthening project planning and preparation to ensure that the sustainability factors described in the previous section are present.

Alignment with government plans

A final key evaluation criterion was: Are the Programme principles and specific Programme interventions aligned with Government's plans and existing programmes? The documentary review presented in Chapter 1 shows that the Programme is supportive of South African Government strategies in crime prevention, provision of health services and improvement in school education, all of which stress the importance of community involvement, as does the Programme. The review shows a particularly strong synergy between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a).

Conclusion

This chapter has presented the findings of the analysis of the quantitative and qualitative datasets. The quantitative analysis shows that the views and perceptions of learners at high schools where the Programme was implemented are significantly more positive than those of their peers at schools where the Programme was not implemented. This holds for all six facets. Learners at SCCFS Programme high schools are therefore much more likely to believe that their rights are respected and that the school is inclusive; that the school is effective in managing resources and supporting learners; that the school offers them a safe environment for learning; that attention is given to the health of learners by the school; that boys and girls receive equal treatment; and that the school is forging partnerships with its parent body and local community. Educators at SCCFS Programme schools are significantly more likely to believe that their schools are inclusive of all types of learners and that learners' rights are respected and protected. In relation to the other five Programme principles, however, the views of educators about their schools do not differ from those working in non-Programme schools. Overall, the SCCFS Programme therefore appears to have impacted on the perceptions of learners to a far greater extent than on those of educators.

The qualitative analysis shows that Programme relevance is high across all the sample schools. It also shows that Programme strategies were highly variable both across provinces and across schools within a given province, ranging from intensive school-based support to largely off-site training. In four of the sample schools the low-intensity, largely off-site Programme strategy has been a reasonably effective (and in some cases very effective) source of support, and in three of the sample schools where the high-intensity, on-site strategy was implemented the Programme has also been a reasonably effective (and in some cases very effective) source of support.



“... analysis shows that Programme relevance is high across all the sample schools.”

Because of the variability in Programme strategies, and because the variability in strategy was not consciously aligned to the management capability of the schools, Programme effectiveness and impact varied greatly and it was not possible to assess Programme efficiency (addressed in Chapter 8). The features of high-performing Programme and non-Programme schools include: a strong principal (and in some cases a strong SMT) who interacts well, consults with stakeholders (including learners) and delegates functions and tasks effectively; caring, committed teachers; learners who are involved in decisions that affect them; high morale among learners and teachers; an active, supportive SGB that helps to develop good relationships with the community; strong partnerships with NGOs and government service providers, including police who adopt a developmental approach to their relationship with the school; partnerships that are aligned to ensure efficient support; buildings and grounds that are safe, secure and welcoming; close supervision of learners during break; and willing and able district and PED officials.

The features of low-performing Programme and non-Programme schools include: the presence of an unassertive principal, or a principal who does not believe in certain of the learners' rights, or is unable to report how many learners are socially vulnerable, or does not know what the Programme (or the Programme coordinator) is doing at the school, or makes decisions without consulting stakeholders; teachers who are not punctual or are not committed to teaching and learning, do not supervise learners during break, and send learners on errands to sites that are dangerous; teachers who reportedly have sexual relationships with girl learners; school staff who blame the community and learners for the school's troubles; unsafe, permeable school grounds and a laissez-faire approach to learners leaving and local residents entering the grounds; weak partnerships with NGOs and Government service providers; police who respond violently when called into the school; district officials who stress bureaucratic requirements in their relationship with the school rather than the Programme principles; and poor maintenance and cleaning of school buildings and grounds, which are not welcoming.

The key factors in terms of Programme success are twofold. First, high-intensity support in the form of an active, committed and empathetic Programme facilitator on site in schools where the staff are willing but struggling to improve. Second, in schools that already have many of the features listed above that characterises them as effective (particularly, strong management), what is needed is low-intensity support that provides a framework that the school can use to improve its performance.

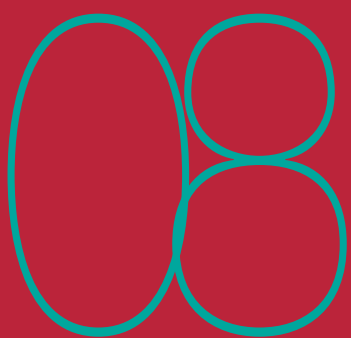
Important criticisms of the Programme (even in cases where it had been very successful) are: lack of attunement of the Programme intervention to the most pressing needs of the school; insufficient buy-in among stakeholders; training of selected teachers without high levels of Programme awareness among the rest of the staff; lack of training of the SGB; insufficient on-site support; no provision of key resources, such as fencing to protect the school and learning resources; lack of attention to improved teaching and learning, with a frequent emphasis on safety at the expense of other Programme principles.

The key factors in terms of Programme sustainability are: a strong, committed principal or SMT; staff who are committed to the Programme principles; the creation of relevant school structures (such as health committees); the incorporation of the Programme principles in school policies; the recruitment of a welfare assistant to sustain some of the Programme activities; PED and district officials who are committed to the Programme, are aware of where responsibility for the Programme is located and have sufficient

time to monitor and support Programme activities; and post-Programme follow-up to ascertain schools' ongoing needs. These factors are not present in the majority of the sample schools.

The SCCFS Programme is clearly replicable, but should be replicated with modifications that are discussed in subsequent chapters. Replication is advisable, since the documentary review presented in Chapter 1 shows that the Programme is supportive of South African Government strategies in crime prevention, provision of health services and improvement in school education. The review shows a particularly strong synergy between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a).

Programme efficiency and replicability are discussed in Chapter 8; conclusions are presented in Chapter 9. Recommendations are presented in Chapter 10, followed by lessons learned in Chapter 11.



Financial analysis

Introduction

In this chapter we present the analysis of expenditure for the SCCFS interventions undertaken by three service providers, namely RED&T, LCD and YFC, in four provinces (Northern Cape, Eastern Cape, KZN and Limpopo).

The chapter contains:

- A description of the total funds allocated by UNICEF to the Programme
- An analysis of the budgeted expenditures for each service provider
- Expenditure projections which present the projected cost of expanding the Programme
- Conclusions and recommendations.

Allocations per service provider

This section looks at the allocations received by the service providers to carry out the intervention. The data for YFC and LCD are based on information supplied by UNICEF on the funding frameworks and payments made to these service providers. The information for RED&T is based on expenditure data supplied by RED&T.

Table 19 shows the total payments made by UNICEF to the service providers to carry out the SCCFS Programme over the duration of the Programme. A total of R4.4 million was allocated to YFC for implementation of the Programme in the Eastern Cape over a period of three years covering 104 schools (69 from the beginning and an additional 35 in 2009). LCD was provided with a total of R4.5 million to implement the Programme in KZN and Limpopo covering a total of 351 schools (276 in KZN and 75 in Limpopo). RED&T was allocated R5.4 million to implement the Programme in the Northern Cape covering a total of 161 schools (141 from the beginning and 20 additional schools in 2010).

Table 19: Total allocations for each service provider

Service provider	Amount
YFC	R 4,376,854.00
LCD	R 4,496,574.33
RED&T	R 5,430,310.00

Source (UNICEF, 2011)

Table 20 shows the annual amounts that each service provider received. About R866, 000 was paid to YFC in the first year of the Programme. This amount was to help set up the Programme and develop a detailed implementation plan. Payments of R1.7 million and R1.8 million were also made to YFC in 2008 and 2009 respectively to support the running of the Programme.

An amount of R476, 000 was paid to LCD in the first year to set up the Programme in KZN. In 2008, about R1.5 million was allocated to LCD to set up and implement the programme in Limpopo. A similar amount was also allocated to continue the Programme in KZN. In 2009, a total of R1.5 million was paid to LCD to continue with the work in KZN and Limpopo.

In 2009, UNICEF awarded a contract to RED&T to develop and implement the Programme in the Northern Cape. UNICEF allocated an amount of R2.8 million for starting up and implementing the Programme in 2009. An additional amount of just under R2.6 million was paid to RED&T in 2010 to continue with the Programme.

Table 20: Amounts allocated to each services provider in each year from 2007 to 2010

Service provider	Year			
	2007	2008	2009	2010
YFC	R 866,366	R 1,736,338	R 1,774,150	
LCD	R 475,765	R 2,532,419	R 1,488,390	
RED&T			R 2,857, 128	R 2,573,182

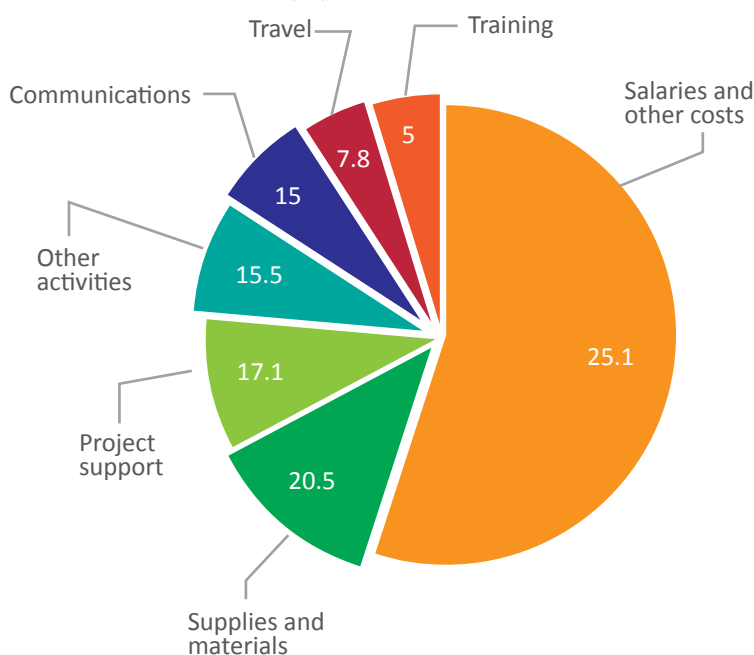
Source (UNICEF, 2011)

Expenditure categories

This section deals with the proportion of expenditure by types of expenditure category. The proportions shown below present the expenditure categories as a proportion of the total amount allocated for the total period of Programme implementation in each province. As the available data did not disaggregate expenditure for each of the categories by the individual years, it has not been possible to look at changes in the categories over time (i.e. we could not look at what aspects of Programme implementation required more or less resources over time).

Figure 1 shows the expenditure pattern of YFC over the three years of their intervention in the Eastern Cape. The biggest component of the budget was allocated to what the UNICEF budget referred to as salaries and other costs. This accounted for 41% of the total Programme costs over the three-year period. The second largest allocation was to Programme support costs which accounted for 25% of the budget. Travel costs also represented a large proportion of the budget (15%).

Figure 1: Total expenditure (%) by type over the whole period of the Programme: YFC



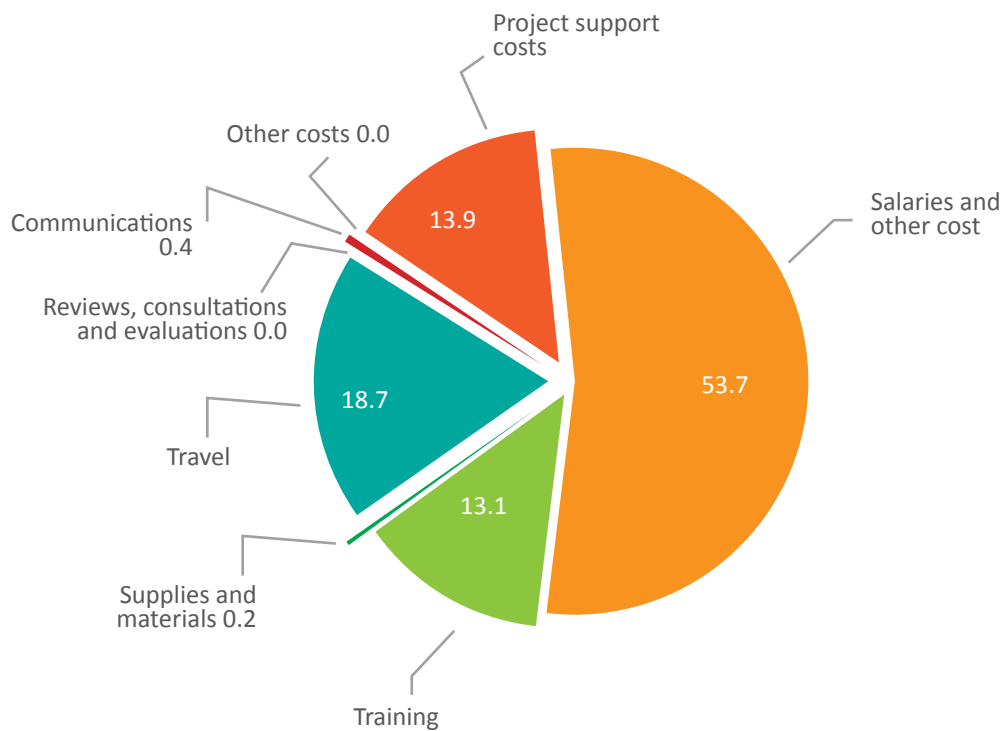
Source (personal communication⁴)

⁴ Received YFC budget proposal supplied by Phoebe Kaniki of the Centre for Education Policy Development (CEPD).



Figure 2 below shows the breakdown of the budget by key categories as reported by LCD in both KZN and Limpopo. Just over half (54%) of the budget was allocated to the category salaries and other costs. A further 14% was spent on Programme support costs. A large proportion of the budget was allocated to travel costs (19%).

Figure 2: Total expenditure (%) by type over the whole period of the Programme: LCD (Limpopo and KZN)

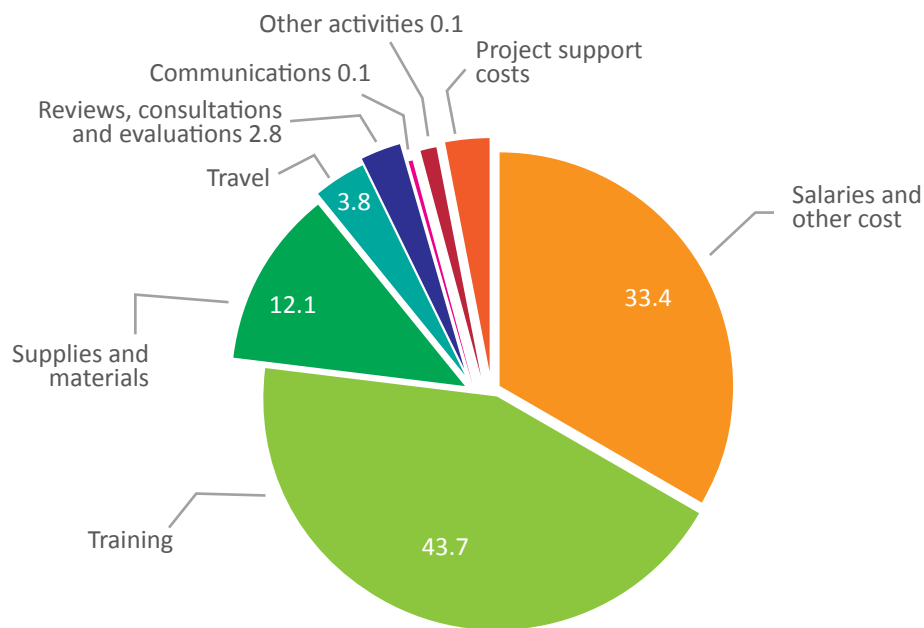


Source (personal communication⁵)

Figure 3 shows the expenditure pattern for RED&T in the Northern Cape. Unlike the other two Programmes, the biggest cost category was training, which accounted for 44% of the total budget of the Programme. Salaries and other costs account for a third of the total costs. The other significant cost was materials and supplies, which accounted for 12% of the total budget.

⁵ Received LCD budget proposals supplied by Phoebe Kaniki of CEPD.

Figure 3: Total expenditure (%) by type over the whole period of the Programme: RED&T



Source (personal communication⁶)

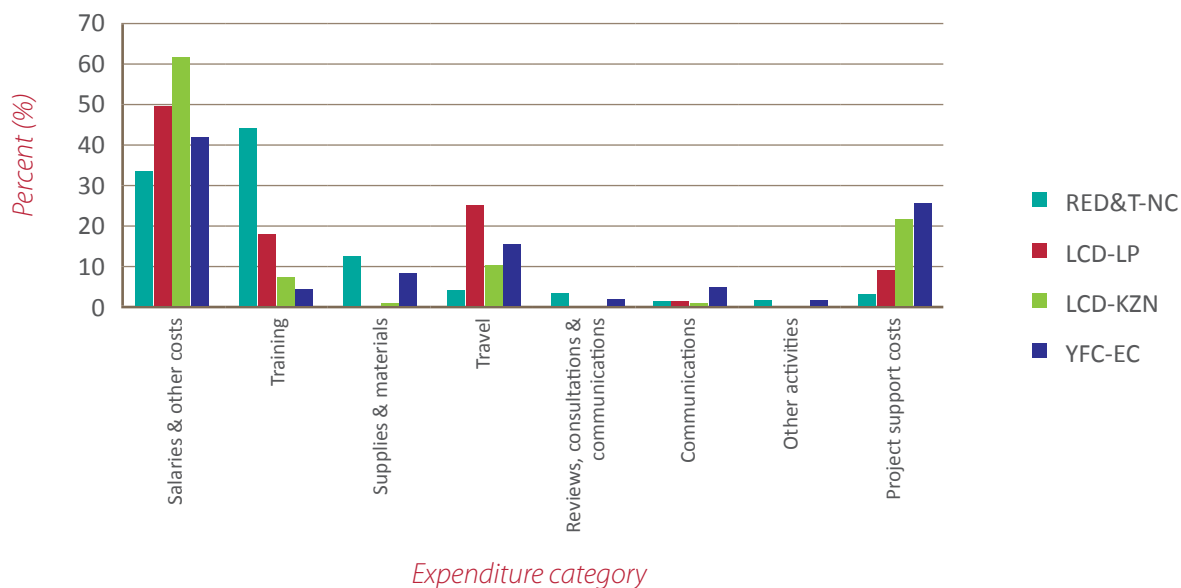
Comparisons of expenditure across the service providers

A comparison of the expenditure patterns by category across the three service providers (see Figure 4) shows that, with the exception of RED&T, salaries constituted the biggest proportion of the Programme budget. The service provider that allocated the biggest proportion of its budget to salaries was LCD in KZN, with 61% of the total budget spent on this. RED&T allocated the smallest proportion of its budget to salaries (33%). As mentioned above, training constituted the largest percentage of the RED&T budget (44%). In comparison, LCD spent 17% of its budget on training in Limpopo and 7% in KZN and YFC spent only 4% on training in the Eastern Cape.

For materials and supplies needs, RED&T allocated about 12% of their budget for this purpose, much more than the proportions allocated by the other providers. LCD spent 25% of its budget on travel in Limpopo and 10% in KZN, while YFC allocated 15% of their budgets for that. In contrast, only 4% of RED&T’s budget was spent on travel. With regard to Programme support costs, YFC allocated a quarter of their budget for this purpose, while RED&T allocated a very small proportion (3%) for Programme support costs. LCD’s project support cost made up 9% of the budget in Limpopo and 21% in KZN.

⁶ Received RED&T expenditure spreadsheet supplied by Phoebe Kaniki of CEPD.

Figure 4: Total expenditure (%) by category by each service provider over the whole period of the Programme



Expenditure projections

Introduction

This section addresses projected future costs of implementing the Programme on a larger scale. It begins with an analysis of the cost per school to implement the Programme in each of the four provinces. In order to do the projections, it is assumed that Government expenditure for school improvement per school is relatively uniform across schools (within a paradigm of redress-based funding); we therefore focus on additional funding (such as UNICEF’s) that could make a difference. The first scenario below is based on the budgeted costs per school per service provider; the second set of scenarios take into account the analysis of variability in Programme implementation presented in the previous section.

Scenario: Projection based on the budgeted costs per school per service provider

The first scenario is based on a simple calculation of the budgeted costs per school per service provider. In this scenario it is assumed that the proportion of expenditure by category type remains stable over the course of the intervention. It must be noted, however, that the costs of scaling up a programme are affected by a number of factors such as the level of Government funding for school development, economies or diseconomies of scale, the level of development of the target area and modifications of the intervention.

In this scenario, in order to arrive at the cost per school per province, the total amount of money received from UNICEF was divided by the total number of schools in the province that the Programme took place in. Where possible, the cost per school was subdivided into start-up costs, implementation costs and sustainability costs. Table 21 shows the cost per school of implementing the Programme in each of the four provinces. According to the expenditure data that we have, YFC spent on average just over R50,000 per school in the Eastern Cape to fully implement the Programme over three years. This averages out to an annual cost of R18,000. It cost on average about R8,000 per school in KZN over three years to implement the LCD intervention (which averages out to about R2,600 annually), while in Limpopo, the LCD intervention cost on average about R30,000 per school over two years (which averages out to R15,000 per year). In the Northern Cape, the average cost per school was about R36,000 over two years, which averages out to R18,000 per year.

Table 21: Cost per school in each province over the course of the project

Costs	Eastern Cape	KwaZulu-Natal	Limpopo	Northern Cape ⁶
Set up costs	R 12,556.03	R 1,723.79	R 18,965.88	R 20,263.32
Implementation costs	R 25,164.32	R 4,021.66	R 10,413.43	R 15,982.50
Sustainability costs	R 17,059.13	R 2,562.98		
Total per school	R 54,779.48	R 8,308.43	R 29,379.31	R 36,245.82

Using this information on the cost per school for each project in each province, and assuming the proportional breakdown of the budget per category type discussed above, we now look at the estimated projected cost of hypothetically scaling up the Programme to 500 schools per province.

Based on an assumption that the Programme is carried out over three years and also assuming an annual inflation rate of 7%, the simulations showed that it would cost approximately R28.9 million to scale-up the YFC intervention to include 500 schools in the Eastern Cape. Similarly, it would cost R4.2 million to scale-up the LCD programme to 500 schools in KZN and R24.1 million to scale it up to 500 schools in Limpopo. The RED&T programme would cost about R28.9 million to cover 500 schools in the Northern Cape. It should be noted again that these costs may be more or less depending on some of the factors associated with expanding the Programme. Annex 6 in the annexure document accompanying this report shows the disaggregation of expenditure and how the cost of scaling up the Programme increases each year or with an annual delay in scaling up (assuming a constant rate of inflation). The spreadsheet also makes it possible for others to model different scenarios.

Budget breakdowns for two distinct delivery models

The cost projection scenarios presented in the Annexure to the full report are based on an examination of two very distinct implementation strategies: that of YFC in the Eastern Cape, which (at least in some schools) deployed a full-time Programme facilitator to a school who was paid a small monthly stipend; and that of RED&T in the Northern Cape, which allocated far more resources to off-site training with a focus on improving school management. The two budget breakdowns (Annex 6 and Annex 7) are presented by way of introduction, and should be seen along with the following three hybrid scenarios that combine the best features of the two implementation strategies.

The RED&T budget breakdown per school shows that almost half of the budget was allocated to training and training materials. A very small percentage (2.8%) was allocated to monitoring and evaluation, and this is highlighted as a deficiency in the qualitative dataset. While 33% was allocated to salaries and other costs, these are relatively high-level salaries for trainers and the developers of training materials. The RED&T budget breakdown follows:

Table 22: RED&T budget breakdown

Cost per school per year		R 18,22.91
% Training	43.7%	R 7,919.63
% Salaries and other costs	33.4%	R 6,048.95
% Supplies and materials	12.1%	R 2,196.25
% Travel	3.8%	R 684.81
% Reviews, consultations and evaluations	2.8%	R 506.11
% Communications	0.1%	R 24.66

⁷ The amount allocated to RED&T in the first year of the project appears to be for both setting up and implementing the Programme.

% Other activities	1.3%	R 233.75
% Project support costs	2.8%	R 508.75
Total	100.0%	R 18,122.91

By contrast, YFC allocated a small percentage (3.7%) to training, and more to salaries (41.4%). However, these salaries were low-level monthly stipends for Programme facilitators, many of them locally based. YFC allocated a larger percentage of its budget to travel than RED&T, which confirms the evidence in the qualitative dataset that RED&T seems to have provided insufficient on-site support. Again, a very small percentage (1.3%) was allocated to monitoring and evaluation, a general weakness in Programme delivery.

Table 23: YFC budget breakdown

Cost per school per year		R 18,259.83
% Training	3.7%	R 667.45
% Salaries (school-based facilitators)	41.4%	R 7,551.92
% Supplies and materials	7.8%	R 1,423.68
% Travel	15.1%	R 2,758.97
% Reviews, consultations and evaluations	1.3%	R 231.35
% Communications	4.4%	R 805.54
% Other activities	1.3%	R 242.62
% Project support costs	25.1%	R 4,578.30
Total	100.0%	R 18,259.83

Expenditure projections for three hybrid delivery models

Three hybrid delivery models are now costed; the spreadsheet that underpins these calculations (see Annex 7 in the Annexures to the full report) can be used to adjust the costing scenarios. These models combine what appear to be the best features of what might be broadly termed an ‘off-site delivery model’ and an ‘on-site delivery model’. They are based on the above budget breakdowns for RED&T and YFC in two of the four provinces.

Common features of the three hybrid delivery models presented below are as follows:

- The allocation for monitoring and evaluation has been increased to 10% (because this has been a general weakness in Programme delivery).
- The allocation for project support has also been increased to 10% (because of the discrepancies between the two service providers’ budgets in this regard, and because a 10% allocation for project management seems to be reasonable).
- The stipends (salaries) of school-based Programme facilitators (SBPFs) have their origins in the reported daily rate of YFC coordinators (R2,500 per month divided by 20 = R125 per day). The daily rate seems low, and has been increased to R150. Therefore, a SBPF who spends 20 days times 8 hours at a school over nine months would earn R27,000 in total, a stipend of R3,000 per month. This estimated amount would clearly have to be negotiable and tied to detailed terms of reference and expected working hours: for example, it may in some cases be advisable for the SBPF to only be working for four hours per day, say from midday to 16.00, if both external meetings and school-based contact with learners and educators can be organised during this time. It is unlikely that a SBPF would be able to operate effectively in the last busy months of the school year (October to December), so it is assumed that the SBPF would be operative for nine months from January to September. In the estimates that follow, R25,200 is the standard and is incorporated in Hybrid model 1 as the amount per school for ‘full-time’ support from January to September in a given year.

Distinct features of the three hybrid delivery models are now presented. Hybrid model 1 assumes that the level and quality of training provided by RED&T are maintained, and that the delivery model is enhanced by full- or major-time on-site support by a locally based Programme facilitator, who would be paid a monthly stipend (the last bulleted point above refers). Travel expenses emulate the line item allocated by YFC to cover the more intensive on-site support. This hybrid delivery model would be appropriate in a school that is located in a community experiencing dire socio-economic problems and/or in a school in which the management team is unable to cope without external support. The estimated cost breakdown per school per year is provided below.

Table 24: Hybrid model 1 (training + nine months' full-time support by Programme facilitator)

Training		R 7,919.63
Salaries (school-based facilitators)		R 27,000.00
Supplies and materials		R 2,196.25
Travel		R 2,758.97
Communications		R 24.66
Other activities		R 233.75
Total excluding reviews and project support		R 40,133.26
% Reviews, consultations and evaluations	10.00%	R 4,013.33
% Project support costs	10.00%	R 4,013.33
Total including reviews and project support		R 48,159.91

Hybrid model 2 assumes that the level and quality of training provided by RED&T are maintained, and that the delivery model is enhanced by half-time on-site support by a locally based Programme facilitator, who would be paid a monthly (but half-time) stipend (the last bulleted point above refers). Travel expenses again emulate the line item allocated by YFC to cover the on-site support, but are divided by two because of the less intensive on-site support provided. This hybrid delivery model would be appropriate in a school that is located in a community experiencing dire socio-economic problems, but in which learners' needs in terms of social welfare are increasingly being attended to and/or in a school in which the management team is becoming increasingly able to cope without external support. This costing scenario represents the commencement of an exit strategy. The estimated cost breakdown per school per year follows.

Table 25: Hybrid model 2 (training + nine months' half-time support by Programme facilitator)

Training		R 7,919.63
Salaries (school-based facilitators)		R 13,500.00
Supplies and materials		R 2,196.25
Travel		R 1,379.48
Communications		R 24.66
Other activities		R 233.75
Total excluding reviews and project support		R 25,253.77
% Reviews, consultations and evaluations	10.00%	R 4,013.33
% Project support costs	10.00%	R 4,013.33
Total including reviews and project support		R 33,280.42

Hybrid model 3 assumes that the level and quality of training provided by RED&T are maintained, and that the delivery model is enhanced by half-time on-site support by a locally based Programme facilitator, who would be paid a monthly (but quarter-time) stipend (the last bulleted point above refers). Travel expenses again emulate the line item allocated by YFC to cover the on-site support, but are divided by four because of the less intensive on-site support provided. This hybrid delivery model would be appropriate in a school that is located in a community experiencing dire socio-economic problems, but in which learners' needs in terms of social welfare are being well attended to and/or in a school in which the management team is close to being able to cope without external support. This costing scenario represents an imminent exit strategy. The estimated cost breakdown per school per year is provided below.

Table 26: Hybrid model 3 (training + nine months' quarter-time support by Programme facilitator)

Training		R 7,919.63
Salaries (school-based facilitators)		R 6,750.00
Supplies and materials		R 2,196.25
Travel		R 689.74
Communications		R 24.66
Other activities		R 233.75
Total excluding reviews and project support		R 17,814.03
% Reviews, consultations and evaluations	10.00%	R 4,013.33
% Project support costs	10.00%	R 4,013.33
Total including reviews and project support		R 25,840.68

Note that in the above hybrid delivery model scenarios the cost per school of on-site support decreases according to the needs of the schools, but the cost of training does not change. The reasons for not altering the cost of training include that:

- The qualitative data suggest that training needs to be more attuned to a school's most pressing needs (such as treatment of drug addictions among learners, high pregnancy rates and high learner attrition rates). Although all of the sampled schools are socially vulnerable, the categories of need vary considerably from school to school.
- School staff tend to move on to other schools and even other careers, but a school's needs are likely to persist because of the long-term needs of the surrounding community. The qualitative data show that very often the leadership role of the principal is crucial. If key members of staff leave any given school, the need to provide further (attuned) training will persist. The most pressing needs of learners may also change with time. We have therefore not assumed that training is a once-off investment in a 'one-size-fits-all' programme.

The cost of expanding the Programme to 500 schools over three years in each of the four provinces using these three hybrid delivery models is presented below (7% annual inflation is assumed):

Hybrid model 1 (training + nine months' full-time support by Programme facilitator)	
Number of schools	2000
Year 1	R 96,319,816.84
Year 2	R 103,062,204.01
Year 3	R 110,276,558.30
Total	R 309,658,579.15



Hybrid model 2 (training + nine months' half-time support by Programme facilitator)

Number of schools	2000
Year 1	R 66,560,848.23
Year 2	R 71,220,107.60
Year 3	R 76,205,515.13
Total	R 213,986,470.96

Hybrid model 3 (training + nine months' quarter-time support by Programme facilitator)

Number of schools	2000
Year 1	R 51,681,363.92
Year 2	R 55,299,059.39
Year 3	R 59,169,993.55
Total	R 166,150,416.87

Finally, the cost over three years of moving progressively from the most labour-intensive Hybrid model 1 to the least labour-intensive Hybrid model 3 is presented below, again assuming yearly inflation is 7%.

Exit strategy model

Number of schools	2000
Year 1 (Hybrid model 1)	R 96,319,816.84
Year 2 (Hybrid model 2)	R 71,220,107.60
Year 3 (Hybrid model 3)	R 59,169,993.55
Total	R 226,709,917.99

Conclusion

This chapter has presented the financial allocations per service provider, the breakdowns of service providers' expenditure and a comparison of expenditure by category across service providers over the Programme period.

The chapter, read together with the Chapter 7 findings, shows that the Programme is replicable but that modifications in strategy are needed. Two distinct models of Programme delivery were found to be effective in seven schools: the first is a high-intensity model that provides for on-site support; the second is a low-intensity model that focuses on off-site training with little on-site support. Both models cost approximately the same. Three hybrid scenarios that combine the best features of the two implementation strategies are presented and costed, with adjustments such as increased expenditure on project management and monitoring and evaluation to provide for a more centralised approach to both functions and to reduce the potential for unintended variation in the Programme strategy. The three hybrid models all contain provision for similar levels of off-site training and for different degrees of on-site support, and range in cost from R166 million to R310 million to cover 2,000 schools over a three-year period. An exit strategy scenario is also presented in which the level of intensity of on-site support decreases each year over three years in 2,000 schools. The total estimated cost of the exit strategy scenario is R227 million.

Finally, we conclude that there is no clear evidence that any given Programme strategy was efficient, for the following reasons:

- With the exception of the Northern Cape, respondents in the sample schools reported a high degree of inconsistency in Programme strategy (see Chapter 7). The most extreme example of variation is found in the Eastern Cape, where in two of the sample schools a full-time coordinator was deployed. However, since expenditure per school is not available, it is not possible to assess Programme efficiency. Conversely, in the Northern Cape, where a much more consistent strategy was implemented by the service provider, Programme success varied depending on the quality of school management (again, see Chapter 7).
- The above suggests, paradoxically, that an efficient approach to Programme implementation would be to ensure that variation in Programme strategy is deliberate, not unintended, and that the strategy should vary from high-intensity approaches in schools with weak management and/or dire socio-economic conditions to low-intensity approaches in schools where management is strong. For this reason, three hybrid models of Programme implementation have been presented and costed in this chapter.



09

Conclusions

Programme relevance

There is no doubt that the Programme was highly relevant in the sample schools, all of which are located in communities with severe socio-economic difficulties and, in many instances, with severe problems related to crime and violence. In such schools, the attempt to create a conducive environment for teaching and learning is commendable.

Programme strategy and Programme effectiveness

In some schools, management was extremely weak and it seems clear that no external intervention would be effective without addressing this fundamental defect. In arguably the worst instance, learners in a community with a high crime rate were sent on errands by the teachers to a shop where local youth on one occasion had robbed a learner at knifepoint. In other schools, principals were autocratic and explicitly criticised the Programme's emphasis on children's rights; in such schools this stance clearly impacted on Programme effectiveness. In a small number of schools there was effective collaboration between management, staff and in some cases the SGB, in pursuit of the Programme goals, with or without Programme support. This is encouraging, because it serves to illustrate what can be done to improve the conditions for effective teaching and learning even without a strong external intervention.

In this regard, it is important to note that in 20 of the 37 schools a safe, caring and child-friendly environment has been created, and that in seven of these 20 schools the Programme has been a reasonably effective (and in some cases very effective) source of support. However, in 12 of the 20 highest-ranking schools the Programme strategy did not appear to have had a major impact on the schools' good rating. One of the 20 schools was not a Programme school. The remaining 17 schools, five of which are non-Programme schools, are not performing well in terms of the Programme principles. Of the five lowest-ranked schools, four are Programme schools where the Programme strategy appears to have been ineffective.

It is therefore important to highlight and further discuss a major finding of the evaluation, which relates to the variability in Programme strategy. To a degree this was a conscious decision that arose out of discussions between UNICEF and PEDs; however, there was also considerable variability across schools within a given province. This variability is described below per province:

- In Vryheid in KZN the retirement of a respected district official created a fortuitous opportunity to employ her as the Programme coordinator. She was very active and committed to the Programme, and her prior knowledge of the schools and of the PED were undoubtedly positive factors in the success of the Programme in this district. She is now deceased, and sorely missed in the schools that benefited from her work.
- In Limpopo there seems to have been consistency in the provision of workshops (although the language used by facilitators was reportedly not appropriate for many SGB members), but variability in on-site support. In one school a respondent referred to the service provider as having "disappeared" and "resurfaced" from time to time. The comment typifies the disappointment of respondents with the relative lack of on-site support.
- In the Northern Cape, as in Limpopo, there was consistency in the provision of workshops. However, although on-site support was more regularly provided, it was largely characterised by the use of assessment tools to check schools' progress rather than hands-on assistance in implementing the Programme. Disappointment was frequently expressed by school-based respondents in the sample schools in this province, some of whom had been led to believe at the commencement of the Programme that a full-time coordinator would be deployed to each school.
- In the Eastern Cape the most extreme variability in Programme support was found. In two of the sample schools a Programme coordinator worked full-time at the school, although this was not the strategy envisaged at Programme inception. In these schools the strategy was very effective, but in others, where the intervention of the Programme coordinator was sporadic or where the coordinator was frequently replaced or even largely absent, the impact of the Programme was low or non-existent.

The above leads to the following conclusions regarding Programme strategy and Programme effectiveness:

- The variability in Programme strategy that resulted from discussions between UNICEF and PEDs means that the SCCFS intervention was arguably a pilot. This is a Programme virtue, as it has led to a number of recommendations related to effective Programme strategies that might be implemented in the future (see Chapter 10).
- However, variability in Programme strategy across schools within three of the provinces (Eastern Cape, Limpopo and KZN) suggests that Programme monitoring and evaluation was so weak that this aspect of variability was neither detected nor corrected.
- The expectations of role players and stakeholders (for example, regarding the planned intensity of on-site support) must be carefully managed from the outset.
- A Programme strategy that does not include on-site support is only effective in schools with strong management.
- There is little that can be done in a school that has weak management.
- The presence of senior managers who are not committed to the Programme principles is an obstacle.

These conclusions suggest that lessons can be learned about Programme design, which will be addressed in Chapter 11.

Programme efficiency

As discussed in Chapter 8, it is not possible to formulate conclusions about Programme efficiency because the Programme strategy per school varied considerably and because data on expenditure per school were not available. The variability in Programme strategy discussed in the previous section means that expenditure data per school would be essential. However, it is possible to conclude that a combination of the high-intensity Programme strategy (intensive on-site support) and the low-intensity Programme strategy (largely characterised by off-site workshops for selected role players) is needed in schools that are experiencing severe difficulties because of their socio-economic environment or have weak management. The low-intensity strategy seems to work only in schools where there is strong management. The estimated cost of a progressive exit strategy in 2,000 schools (approximately R227 million over three years) seems to represent a very reasonable investment.

These conclusions suggest that lessons can be learned about balancing expenditure on on-site and off-site support in school-based programmes, which will be addressed in Chapter 11.

Programme impact

An important conclusion derived from the quantitative research is that the impact of the Programme, particularly in terms of the perceptions of learners, was significantly greater in Programme than in non-Programme schools. This illustrates that the creation of school environments that learners experience as more child-friendly, which is at the heart of the Programme goals, was successfully achieved, possibly because many Programme coordinators worked closely with learners by giving motivational talks and holding group discussions. However, we must reiterate that the perceptions of learners per school do not provide a comparative perspective across schools and that, when examined from a qualitative comparative perspective, the impact of the Programme was highly variable. We conclude that this is because of the variability in Programme strategies described above.

The average qualitative scores for Programme impact per province are deceptive, because the various Programme strategies display considerable variability in implementation across schools within provinces. We have noted that in three successful Programme schools (08, 10 and 28) full-time on-site support had been provided, and that in a further four schools (13, 21, 37 and 28) a workshop-based approach was implemented in schools with strong management and committed staff, with low levels of on-site support. This leads to the conclusion that a low-intensity strategy (in terms of on-site support) is appropriate only in schools whose management team is above the 'threshold of functionality' (a concept that requires further research), and that in schools where management is weak a hybrid strategy (combining on-site and off-site support) is necessary. Three hybrid scenarios have been costed in Chapter 8 for a three-year period for 2,000 schools, and we conclude that the total estimated cost is a worthwhile investment.



“The intention ... was to create school environments that are conducive to effective teaching and learning, rather than to impact directly on learner performance...”

The lack of evidence of direct impact of the Programme on children’s learning is understandable. The intention in the Programme design was to create school environments that are conducive to effective teaching and learning, rather than to impact directly on learner performance, which is appropriate given that in many of the sample schools the school environment is so impacted by poverty and violence that safety and security take precedence over any other concern.

Finally, some schools reported that the Programme could have been more attuned to their most pressing needs, many of which were not curriculum-related but, if addressed, would enable improved teaching and learning. These needs include drug addiction, early pregnancy and high drop-out rates.

These conclusions suggest that lessons can be learned about the orientation of baseline studies that support school-based programmes, which will be addressed in Chapter 11.

Programme sustainability

Attention to Programme sustainability was a weakness in the Programme design. In some schools respondents expressed dismay at the dwindling level of support, and lack of confidence in their ability to sustain the level of effort that had been a characteristic of the Programme intervention. In a small number of schools (which had strong management) respondents were much more confident about their ability to move forward in terms of the Programme principles. In another small set of schools, respondents reported that they had been acting in terms of the Programme principles before the Programme was introduced, and felt they would continue to do so without Programme support. The small number of schools in which the Programme principles had almost become a way of life, and in which they had been incorporated into the schools’ policies and had been institutionalised in the form of school committees, are those in which the Programme’s sustainability is most assured.

Generally, however, we can conclude that much more attention should be paid in the future to ensuring the sustainability of SCCFS or SCCFS-related interventions, and that post-Programme follow-up activities should be included in future plans. As key respondents have noted (see Chapter 4):

- Improved Government capacity is needed at provincial and district level, and district services need to be streamlined and integrated to ensure more effective support for schools.
- Increased ownership of the Programme by Government is essential, and a longer preparatory phase is advisable to ensure that all role players and stakeholders are aware of their responsibilities and have time to plan for their execution.
- Multi-level training is advisable for PED officials, district officials and SGBs as well as for SMTs and teachers.
- Ultimately, the responsibility for sustaining the Programme rests with Government, not service providers. The Programme needs to be institutionalised as a Government responsibility, especially since a key Chapter 7 finding is that it is closely aligned to Government plans and provides a robust framework and platform for improving school effectiveness.

These conclusions suggest that lessons can be learned about planning for sustainability in Programme design, which will be addressed in Chapter 11.

Programme replicability

The SCCFS Programme is clearly replicable, but should be replicated with modifications that have been costed in Chapter 8. These modifications include: combining high- and low-intensity strategies that entail centralised training, coupled with a strong on-site presence in each school where management is below what we have referred to as a 'threshold of functionality'; adopting a more centralised and standardised approach to project management and monitoring and evaluation; aligning Programme interventions more closely with schools' most pressing needs; and strengthening project planning and preparation to ensure that the sustainability factors described in the previous section are present.

Alignment with Government plans

The documentary review presented in Chapter 1 shows that the Programme is supportive of South African Government strategies in crime prevention, provision of health services and improvement in school education. The review shows a particularly strong synergy between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a). As key respondents have noted (see Chapter 4), the fact that the CSTL programme of the DBE has incorporated the SCCFS Programme principles and goals shows high awareness of the importance of the Programme at national level, and several respondents reported increased awareness at provincial level also. Making the Programme principles the drivers of change at school level is an extremely important development that will support Programme sustainability and replicability if Government capacity at provincial and district level is improved and the support services provided to schools are streamlined and integrated.

It is important to note at this point the relevant findings of two South African studies reviewed in Chapter 1. Raab (2010) notes that a serious potential challenge lies in structural and process-related barriers, such as: the lack of integration of functions within the Department of Education and across Government departments; the varying capacity of provincial departments of education; the lack of multi-sectoral structures; excessively bureaucratic processes that hinder effective delivery; the tendency of politicians and the media to highlight test results at the expense of a more holistic view of schooling; and weak monitoring and evaluation systems. Therefore, although the SCCFS Programme is clearly aligned with Government plans, a great deal needs to be done to translate that synergy into effective action at school level. This includes, as Christie et al. (2007:5) shows, serious attention to schools' internal capacity for teaching and learning, as well as management and leadership, without which the authors argue that "change will not be a simple matter".

Conclusion

The Programme framework, as noted by key respondents (see Chapter 4), is effectively a user-friendly tool for implementing what is already contained in Government policy and plans for more effective schooling. Many school-based respondents noted that the Programme principles represent a simple approach to the plethora of policies and circulars that they have to respond to; indeed, the simplicity of the Programme framework is one of its greatest virtues. We can also conclude that, while simple, it is also a multi-faceted and very comprehensive framework for school improvement. In several schools, where strong management and leadership was in place, merely being introduced to the Programme principles prompted school managers and teachers to undertake very successful transformation processes in their schools in collaboration with external stakeholders. This conclusion is supported in the global evaluation of child friendly schools programming, reviewed in Chapter 1 (UNICEF, 2009a) and in the review of CFS programmes in Africa contained in the same chapter. CFS programmes have been successful in Africa and globally, and the longer they are implemented the more successful they become.

It must be noted that the Programme was implemented in schools that operate in extremely difficult socio-economic circumstances, and that its relevance in all of the sample schools is indisputable. All of the schools have a history of severe challenges, ranging from extreme poverty to drug abuse and violence. The environment in which the Programme was implemented was therefore difficult at best, but the difficulties were compounded in poorly managed schools, where much higher levels of on-site support are needed. Despite the challenges, two clearly distinct Programme strategies were found to be effective or very effective in seven of the sample schools, one weighted towards on-site support and the other towards off-site training with little on-site support. Since the latter strategy was effective only in well managed schools, we have concluded that greater attention needs to be paid in the preparation phase to assessing the state of school management and viewing this as an important driver in the choice of strategy. We have also noted that greater attention is needed to identifying the specific challenges that particular schools are facing.

We have concluded that the Programme strategies were highly variable, in some cases even across schools within a particular province. As discussed in Chapter 8, this made an assessment of Programme efficiency impossible. It should be noted that monitoring and evaluation was also highly variable across provinces and across schools within provinces. Many schools reported infrequent visits to monitor the effectiveness of Programme implementation, with the exception of the Northern Cape, where regular school visits were effected to monitor what the service provider called the Programme 'barometer'. A related defect is that the baseline studies were very inconsistent in their design, as is evident in the documentary review presented in Chapter 1.

An important conclusion derived from the quantitative research is that the impact of the Programme, particularly in terms of the perceptions of learners, was significantly greater in Programme than in non-Programme schools, which indicates an important success in terms of the creation of child-friendly school environments. However, we have noted that, when examined from a qualitative comparative perspective, the impact of the Programme was highly variable and we have concluded that this is because of the variability in Programme strategies.

We have concluded that much more attention needs to be paid in the planning phase to sustainability and follow-up activities. Programme sustainability seemed guaranteed in only a small number of the sample schools, where there was strong management and where Programme-related activities had become a routine function. As key respondents have noted with regard to sustainability (see Chapter 4): improved Government capacity is needed; district services need to be streamlined and integrated; increased ownership of the Programme by Government is essential and a longer preparatory phase is advisable to provide for this; multi-level training is advisable for all role players and stakeholders; and, ultimately, the responsibility for sustaining the Programme rests with Government, not service providers. The Programme needs to be institutionalised as a Government responsibility, especially since a key Chapter 7 finding is that it is closely aligned to Government plans and provides a robust framework and platform for improving school effectiveness.

The evaluation findings (Chapter 7), together with the analysis of costs (Chapter 8), show that the Programme is replicable and that a range of hybrid models (combining off-site training with different degrees of on-site support) is advisable and a worthwhile investment (approximately R227 million over three years, covering 2,000 schools). Replicability is subject to important modifications to the Programme strategy. These modifications include: combining high- and low-intensity strategies that entail centralised training coupled with a strong on-site presence in each school where management is below what we have referred to as a 'threshold of functionality'; adopting a more centralised and standardised approach to project management and monitoring and evaluation; aligning Programme interventions more closely with schools' most pressing needs; and strengthening project planning and preparation to ensure that the sustainability factors described in Chapter 7 are present.

Finally, we have noted that there is a particularly strong synergy between the Programme and the 'Action Plan to 2014 Towards the Realisation of Schooling 2025' of the South African Department of Basic Education (DBE, 2010a). The fact that the CSTL programme of the DBE has incorporated the SCCFS Programme principles and goals is an extremely important development that will support Programme sustainability and replicability. However, this evaluation shows that Government capacity at provincial and district level needs to be improved and school support services streamlined and integrated if the Programme is to be replicated effectively. Moreover, two relevant cautions contained in the Chapter 1 document review must be noted. First, there are serious structural and process-related barriers in the way of effective Programme implementation, such as the lack of integration of functions within and across Government departments, the presence of excessively bureaucratic requirements that hinder effective delivery and weak monitoring and evaluation systems. Second, serious attention needs to be paid to schools' internal capacity for teaching and learning, as well as management and leadership. Since these cautions are expressed in South African studies, they must be taken very seriously as the Programme is replicated.



10

Recommendations

The recommendations presented below are derived from the findings and conclusions presented in Chapters 7 and 9 and the expenditure projections presented in Chapter 8. For each recommendation, actors and required actions are identified.

Recommendation	Actor/action
<p>Intensity of school-based support</p> <p>Greater intensity of school-based support is needed where management and educators are not at a 'threshold of functionality' to be able to benefit from off-site interventions at a centralised venue. In some cases the full-time support of a local facilitator was very effective and greatly appreciated by schools. Future interventions should be based on a school management 'threshold of functionality', not only on the socio-economic circumstances of the school.</p>	<p>The DBE should include an assessment of management functionality in baseline studies that inform future interventions.</p>
<p>Low-Intensity Support in Well Managed Schools</p> <p>Low-intensity support in the form of off-site workshops that provide a framework for action seem to be effective only when school management is above a 'threshold of functionality'.</p>	<p>The DBE should ensure that low-intensity interventions are complemented by on-site support in schools where management is not sufficiently functional to design and implement appropriate strategies.</p>
<p>A standardised model of delivery</p> <p>A more standardised model of delivery, combining training provision with three levels of intensity in terms of school-based support, is advisable.</p>	<p>The DBE should ensure that future SCCFS or SCCFS-related baseline studies identify the level of intensity required per school.</p>
<p>More centralised Programme management</p> <p>Consideration should be given to a more centralised model of Programme management, which could be funded from the relevant line item ('Project support costs') in the expenditure projections presented in Chapter 8. This should be complemented by a more centralised approach to monitoring and evaluation, also funded from the relevant line item ('Reviews, consultations and evaluations') in the expenditure projections.</p>	<p>The DBE should ensure that future SCCFS or SCCFS-related Programme designs include a more centralised model of project management, monitoring and evaluation.</p>
<p>Further research</p> <p>The school management 'threshold of functionality' requires further research.</p>	<p>The DBE should commission research that defines the 'threshold of management functionality' with specific reference to schools in difficult socio-economic circumstances.</p>
<p>Support attuned to schools' needs</p> <p>Support needs to be better attuned to school-specific needs, such as high pregnancy rates, high attrition rates and drug addiction among learners.</p>	<p>The DBE should ensure that future SCCFS or SCCFS-related baseline studies identify the specific problems that need to be targeted per school.</p>
<p>Stakeholder buy-in</p> <p>Buy-in among role players and stakeholders is crucial. In schools where a select few were aware of the Programme it was generally not effective. Time and resources need to be allocated to this in the preparatory phase. In particular, the responsibilities of the PED and district officials need to be clearly negotiated.</p>	<p>The DBE should ensure that future SCCFS or SCCFS-related Programme designs incorporate sufficient lead time to ensure that all role players and stakeholders are aware of the aims, objectives and strategies and of their responsibilities in terms of implementation.</p>
<p>More intensive training</p> <p>Training in the form of workshops is not always sufficient: consideration should be given to the need for much more intensive training for teachers, managers and SGBs in schools that are located in difficult socio-economic environments.</p>	<p>The DBE should commission the design of part qualifications and qualifications for the role players and stakeholders identified in the recommendation, and the design by higher education institutions of relevant sustained training programmes.</p>
<p>Focus on teaching and learning</p> <p>Training and resources to improve teaching and learning are an aspiration among teachers whose schools are relatively safe, caring and child-friendly; consideration should be given to building on the 'safety platform' that has been created in many schools.</p>	<p>Where a conducive school environment has been created, the DBE should ensure that PEDs develop strategies to assist schools directly in the improvement of learner performance.</p>

Recommendation	Actor/action
<p>Monitoring and evaluation</p> <p>Monitoring and evaluation of Programme activities needs to be strengthened, given the considerable variability in Programme effectiveness during its lifespan. Consistency in the design of baseline studies, and availability of baseline data per school, are essential to enable measurement of progress.</p>	<p>The DBE should ensure that future SCCFS or SCCFS-related Programme designs include a strong monitoring and evaluation component and a consistent approach to the design of baseline studies.</p>
<p>Post-Programme follow-up activities</p> <p>Post-Programme follow-up activities need to be strengthened to ensure that momentum is sustained.</p>	<p>The DBE should ensure that future SCCFS or SCCFS-related Programme designs include post-Programme follow-up to assess and strengthen sustainability.</p>
<p>PED and district support</p> <p>We have noted that PED and district support – in particular the latter – were greatly appreciated by schools in the relatively few instances in which they were present and effective. Improved PED and district support is a question of Government using its own funds and policies more efficiently to improve levels of school support (and enable districts to focus on the schools in most need), and in Chapter 8 we have therefore not costed this aspect of the challenge. However, this is an extremely important and urgent matter, particularly if the ‘more centralised’ approaches to project management and monitoring and evaluation are adopted, since the PEDs would presumably be the ideal locus for these more centralised efforts per province. A high-level political intervention is recommended to ensure that future SCCFS or SCCFS-related interventions are given appropriate status, possibly in the office of the MEC for Education to ensure strong political support and ‘cross-silo’ capability. The latter phenomenon is particularly important, since issues such as curriculum, institutional development, gender and safety are often addressed by separate units in PED and district offices, and there is little evidence of strategies to bring these ‘silos’ together in a collaborative effort to implement the Programme principles.</p>	<p>The DBE should ensure that ensure that future SCCFS or SCCFS-related interventions are given appropriate status to ensure strong political support and ‘cross-silo’ capability.</p>
<p>Government investment in school safety</p> <p>Five of the 37 sample schools were rated unsafe or very unsafe by the researchers, and learners in these schools are in dire need of protection from an unsafe neighbourhood; fences were absent or broken, guards were not present and unsupervised learners entered and left the premises without control. In a further 12 schools protection of learners is in need of improvement through measures such as access control. Taken together, these schools represent almost half of the sample. We strongly recommend that schools in unsafe communities must be fenced and guarded at Government cost, and that all teachers must be required to exercise due professional care over their learners. Costs associated with these Government responsibilities have therefore been excluded from the Chapter 8 expenditure projections.</p>	<p>The DBE should ensure: that future SCCFS or SCCFS-related Programme designs include the allocation of resources to improve school safety, and that schools are empowered to raise funds from other sources to this end; and that PEDs require teachers to exercise due professional care over their learners.</p>
<p>Continued support for schools</p> <p>Of the 31 sampled Programme schools, 13 would need to begin at the highest level of intensity described in Chapter 8 (Hybrid model 1). Since we cannot extrapolate from such a small sample to all SCCFS schools in the country, no expenditure estimates are presented regarding the needs of the total SCCFS schools population. However, it seems likely that many schools that participated in the SCCFS Programme would require a renewed high-intensity intervention and, given the multiple threats that learners face in the schools and communities we visited, we recommend that such interventions be undertaken as a matter of urgency.</p>	<p>The DBE should ensure that the 13 lowest-ranked SCCFS Programme sample schools are included in future SCCFS or SCCFS-related interventions as a matter of urgency and at the highest level of intensity described in Chapter 8.</p>

Recommendation	Actor/action
<p>Future investment in SCCFS</p> <p>An assessment should be made of which schools require which levels of future support (ranging from Hybrid models 1 to 3 as set out in Chapter 8). If future standardised interventions are successful, the cost of a progressive exit strategy in 2,000 schools has been estimated (approximately R227 million over three years). This estimate assumes that each of the 2,000 schools commences at the highest level of Programme intensity (Hybrid model 1) and progresses to the lowest level of intensity (Hybrid model 3) over three years. Considering the Programme gains that have been noted in the quantitative and the qualitative research findings, we strongly recommend this relatively modest investment in the creation of safe, caring and child-friendly school environments.</p>	<p>The DBE should ensure that future SCCFS or SCCFS-related interventions are adequately funded.</p>
<p>Programme replication</p> <p>The Programme can and should be replicated, with the modifications that have been costed in Chapter 8 and described in more detail in Chapter 9. While continued support by UNICEF, using external service providers, is strongly recommended, the DBE should ensure that the Programme is progressively integrated into the normal operations of PEDs and district offices as part of the department's long-term plan for school improvement. To this end, it may be useful for the DBE to agree that UNICEF places effective Programme coordinators to act as change agents in district offices, ensuring that district support for schools is streamlined and integrated.</p>	<p>The DBE should ensure that SCCFS or SCCFS-related interventions are replicated, and that dependency on UNICEF and external service providers is gradually replaced by reliance on adequately trained education officials who are able to provide integrated support to targeted schools.</p>

Conclusion

Recommendations have been presented in this chapter related to:

- The need for greater intensity in school-based support
- The potential for low-intensity support in well managed schools
- The need for a standardised model of delivery
- The need for more centralised Programme management
- The need for research into the school management 'threshold of functionality'
- The advisability of attuning support to schools' needs
- The need for greater effort to ensure stakeholder buy-in
- The need for more intensive training
- A more intensive focus on teaching and learning
- Enhanced monitoring and evaluation and consistency in baseline studies
- The need for post-Programme follow-up activities
- The importance of PED and district support
- The advisability of Government investment in school safety
- The need to ensure continued support for schools
- Future investment in SCCFS
- Programme replication.

For each recommendation, actors and required actions have been identified.



11

Lessons learned

Introduction

The lessons presented in this chapter constitute generalisations from the findings of this evaluation that may be applicable in other local and international settings, bearing in mind the context in which the Programme was designed and implemented. The lessons learned are presented in the table below with reference to potential application domains and target users, together with notes on potential actions.

The context from which the lessons are derived has been explained in previous chapters, in particular but not only Chapter 7 (Findings). The SCCFS Programme was implemented in schools operating in extremely difficult socio-economic conditions. Challenges affecting the school communities ranged from poverty to extreme poverty and hunger, often accompanied by the abuse of alcohol and other drugs and serious crime. Learners in several schools felt safe in their classrooms, but not in the school grounds or even in their homes. In many schools there were learners with absent parents; some are heading their households and many are living with grandparents dependent on social grants. In many of these cases the HIV/AIDS pandemic may have been a factor. Unemployment and concomitant poverty are certainly negative factors in the desperate circumstances reported in most of the sample schools. These contextual factors underpin all the lessons presented below.

Lessons learned and guidance for future action

Lesson learned	Application domain	Comments and guidance for action
<p>Variability in Programme strategy</p> <p>The variability in Programme strategy that resulted from discussions between UNICEF and PEDs means that the SCCFS intervention was arguably a pilot and should have been presented as such. This is a Programme virtue, as it has led to a number of recommendations related to effective Programme strategies that might be implemented in the future.</p>	<p>Application domain: Programme design.</p>	<p>In negotiations with Government, Programme designers should either forcefully present a strategy which can be justified from local and international experience, or present the varied Programme strategies as a pilot project.</p>
<p>Monitoring and evaluation</p> <p>Variability in Programme strategy across schools within three of the four provinces suggests that Programme monitoring and evaluation was so weak that this aspect of variability was neither detected nor corrected. Consistency in the design of baseline studies, and availability of baseline data per school, are essential to enable measurement of progress.</p>	<p>Application domain: Programme monitoring and evaluation.</p>	<p>The Programme design should include a strong monitoring and evaluation component (including sound baseline studies), which needs to be even stronger if a variety of Programme strategies are to be implemented in different locations.</p>
<p>Managing expectations</p> <p>The expectations of role players and stakeholders (for example, regarding the planned intensity of on-site support) must be carefully managed from the outset.</p>	<p>Application domain: Programme branding and communication.</p>	<p>What Programme role players and stakeholders are led to expect of a Programme influences their perceptions of its success. Programme implementing agencies must exercise great care in managing stakeholder expectations and ensuring that the expectations conform to the Programme plan and budget.</p>
<p>The management capacity of schools</p> <p>A Programme strategy that does not include on-site support is only effective in schools with strong management, and there is little that can be done in a school that has weak management. The presence of senior school managers who are not committed to the Programme principles is an obstacle.</p>	<p>Application domain: Programme design.</p>	<p>Programme designers must give detailed attention in school-based programmes to the management capacity of the schools, and adjust the weighting of on-site support accordingly.</p>



“... lessons presented in this chapter constitute generalisations from the findings of this evaluation that may be applicable in other local and international settings...”

Lesson learned	Application domain	Comments and guidance for action
<p>Hybrid Programme strategies</p> <p>A combination of the high-intensity Programme strategy (intensive on-site support) and the low-intensity Programme strategy (largely characterised by off-site workshops for selected role players) is needed in schools that are experiencing severe difficulties because of their socio-economic environment or have weak management. The low-intensity strategy seems to work only in schools where there is strong management.</p>	<p>Application domain: Programme design.</p>	<p>Programme designers working with school-based programmes must give detailed attention to the management capacity of the schools, and adjust the weighting of on-site support accordingly within a framework of hybrid low/high-intensity programme strategies.</p>
<p>Monitoring expenditure</p> <p>The variability in Programme strategy means that expenditure data per school would be important. However, it was only possible in the evaluation of the Programme to ascertain average expenditure per school.</p>	<p>Application domain: Programme monitoring and evaluation.</p>	<p>The monitoring and evaluation of the Programme needs to ascertain whether expenditure per school is variable, as it clearly was in the Programme evaluated.</p>
<p>Programme design and evaluation</p> <p>The impact of the Programme, particularly in terms of the perceptions of learners, was significantly greater in Programme than in non-Programme schools. However, the perceptions of learners do not provide a comparative perspective across schools. When examined from a qualitative comparative perspective, the impact of the Programme was highly variable.</p>	<p>Application domain: Programme design and evaluation design.</p>	<p>The potential benefits of triangulation in the analysis of quantitative and qualitative data are often important. However, in some cases triangulation of quantitative and qualitative data is inappropriate. This lesson needs to be incorporated into Programme design and Programme evaluation design.</p>
<p>Weighting of Programme principles</p> <p>The lack of evidence of direct impact of the Programme on children’s learning is understandable. The intention in the Programme design was to create school environments that are conducive to effective teaching and learning, rather than to impact directly on learner performance, which is appropriate given that in many of the sample schools the school environment is so impacted by poverty and violence that safety and security take precedence over any other concern.</p>	<p>Application domain: Programme branding and communication.</p>	<p>The six Programme principles are given equal weighting in the Programme documentation, and some school-based stakeholders (especially in high-performing schools) seemed to understand that this would translate into support for curriculum implementation. We reiterate that Programme designers and implementing agencies must exercise great care in managing stakeholder expectations and ensuring that the expectations conform to the Programme plan and budget.</p>

Lesson learned	Application domain	Comments and guidance for action
<p>Responding to schools' needs</p> <p>Some schools reported that the Programme could have been more attuned to their most pressing needs, many of which were not curriculum-related but, if addressed, would enable improved teaching and learning. These needs include drug addiction, early pregnancy and high drop-out rates.</p>	<p>Application domain: Programme design.</p>	<p>Although a more standardised implementation strategy has been recommended, Programme baseline studies should identify the most pressing needs of schools and allocate appropriate resources to these in the Programme plan.</p>
<p>Programme sustainability</p> <p>Attention to Programme sustainability was a weakness in the Programme design. In some schools respondents expressed dismay at the dwindling level of support, and lack of confidence in their ability to sustain the level of effort that had been a characteristic of the Programme intervention. In a small number of schools (which had strong management) respondents were much more confident about their ability to move forward in terms of the Programme principles. In another small set of schools respondents reported that they had been acting in terms of the Programme principles before the Programme was introduced, and felt they would continue to do so without Programme support. The small number of schools in which the Programme principles had almost become a way of life, and in which they had been incorporated into the schools' policies and had been institutionalised in the form of school committees, are those in which the Programme's sustainability is most assured.</p>	<p>Application domain: Programme design.</p>	<p>Detailed attention should be paid to monitoring the sustainability of school-based interventions, and post-Programme follow-up activities should be included in Programme plans.</p>

Conclusion

The broad lessons presented in this chapter are related to:

- Variability in Programme strategy
- The need to strengthen monitoring and evaluation
- The need to manage the expectations of role players and stakeholders
- The management capacity of schools
- The need for future hybrid Programme strategies
- The need to monitor expenditure per school
- Programme design and evaluation
- The weighting of programme principles
- The need to respond to schools' most pressing needs
- Programme sustainability.

The lessons learned from this evaluation are related to the Programme planning and implementation domains in which they should be applied. Notes have been provided to guide future actions.



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