

**AN EXPLORATION OF THE INTERFACE BETWEEN
POLICY AND PRACTICE**

By

Geralda Wildschutt

1997

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AN EXPLORATION OF THE INTERFACE BETWEEN POLICY AND PRACTICE

By

Geralda Wildschutt

**Dissertation submitted in partial fulfilment of the requirements
for the degree Master of Education, specializing in
Educational Psychology, at the University of Cape Town**

1997

Supervisor: Dr. Anita Craig

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ABSTRACT

The domains of policy and policy implementation have been researched to a far greater extent than the link and interface between these two domains. It is this area that the current study attempts to explore. Education Support Services (ESS) and particularly psychological service delivery as part of this service within the Western Cape Education Department (WCED), has seen several new policy proposals and documents during the period of 1994-1995 and the practitioners in this field are currently in the process of implementing (some of) these new policies. This study explores the interface between new policies (policy domain) on the one hand, and the practice of psychological service delivery to schools (implementation domain) on the other hand.

Discourse analysis and specifically the technique of discourse analysis proposed by Ian Parker (1992) provides a framework to analyse and understand the issues involved in these two domains, and as such, the relationship between them. In this regard, the following trends in the data are interesting: the positive patterns regarding the interface between policy and practice obtained from the data include a *team worker*, *democratic discourse* and *new world*. The above-mentioned person-position, discourse and world represent the values of the new policies and therefore facilitate the implementation process. There are, however, also certain negative signals contained in the data, namely: a *victim*, an *us-them discourse* and a *cruel world*. These patterns pose a threat for the implementation process.

The study therefore provides a working document for those involved in policy making in ESS to ensure a smooth implementation process. It will also help the practitioners (school psychologists) and departmental officials in ESS to understand the issues involved in transformation and the need for different actors on the policy-practice continuum to talk.

ACKNOWLEDGEMENTS

I wish to express my gratitude to a number of people who have contributed to the successful completion of this thesis:

Those who participated as subjects and discussed issues in an open and honest fashion.

The Western Cape Education Department for granting me permission to carry out this study.

Doctor Anita Craig, for her guidance, support and patience during the supervision of this thesis.

Phillip, for his support, encouragement, patience and belief that I could complete this study.

My friends and larger family for the interest they showed in this research.

My parents for their encouragement and love. This work is dedicated to them.

FUNDING

The financial assistance of the Centre for Science Development (HSRC, South Africa) towards this research is hereby acknowledged. Opinions expressed and conclusions arrived at, however, are those of the author and cannot be attributed to the Centre for Science Development.

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Appendix B: This is an unstructured interview with a psychologist who is a regional head, in charge of a region, and therefore a departmental official.

Appendix C: This is a focused group interview with a group of psychologists of whom some are clinic heads, thus in charge of a school clinic.

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1. National Education Policy Investigation: Support Services, A project of the NECC; 1992.

‘The National Education Policy Investigation (NEPI) was a project of the National Education Co-ordinating Committee (NECC) conducted between December 1990 and August 1992. The object of this investigation was to interrogate policy options in all areas of education within a value framework derived from the ideals of the broad democratic movement’ (Nepi- SS, 1992: vi). The Nepi-Support Services document does not make clear policy recommendations or proposes a model for education support services, but rather offers ‘an analysis of feasible options for the short-to-medium term future’ (Nepi-SS, 1992: vi). This document will be marked as Appendix D.

2. Education Support Services in South Africa: Policy Proposals, Education Policy Unit, 1994.

This document contains the policy proposals and recommendations in terms of support services and a proposed model of how these services can be governed as determined by the Western Cape Education Support Services Policy Research and Development Group.

The document which I have selected for scrutiny in this research study is the policy model proposed by Donald and Lazarus. This is the only document which proposes a model for Educational support services and is included for this reason. This document will be marked as Appendix E.

3. SMT-TASK TEAM, Specialist Support Services, November 1994.

This document contains the work of the task team appointed by the Western Cape Education Department (WCED), with the brief to study policy documents issued by various departments to ascertain aims and scope of the services provided by these departments; to gain information on the range of services, staffing differences and available facilities; to identify service supply discrepancies and problems in the provision of services for 1995; and ways of integrating existing structure and making recommendations regarding this new restructuring of services (Task Team, 1994: 1). The policy recommendations, under the heading of "proposed functional service structure", will be included in this research study for scrutiny and discussion. This document will be marked as Appendix E.

CHAPTER 1: *INTRODUCTION*

BACKGROUND

The data for the exploration of the interface between policy and practice in Education Support Services (ESS) in South Africa and especially the Western Cape Education Department (WCED), have been obtained from policy documents and interviews with practitioners of psychological services within the WCED. The focus on the interaction between policy and practitioners are important for several reasons. One being that although much research has been conducted in the areas of policy and implementation research, not enough studies have tried to bridge these two domains. There is thus a need for research that focus on this link and interface between policy and practice.

THE SOUTH AFRICAN SITUATION

South Africa is currently undergoing a process of restructuring and change in its education system. Changes in the political dispensation and widespread dissatisfaction with the education system made this need for change and restructuring explicit. Changes in education in South Africa involved a shift from Apartheid education to 'people's education' (Hartshorne, 1987, p. 5). The concept of people's education is inextricably bound up with the concept of 'people's power', representing a move towards community involvement in transforming the education system. The goals of people's education, include a compulsory, non-racial and democratic system of education. The values of 'democracy, non-racialism, collective work and active participation' are promoted (Hartshorne, 1987, p. 5). People's education therefore involves the active participation of the community in education, and making education accessible to all racial groups in South Africa.

The call for restructuring and change in education included a plea for change in ESS. New policy development specifies how ESS should be conceptualised and outlines the new policies to be implemented in order to make this service more effective. While ESS include specialized education, lifeskill/general and vocational guidance, psycho-educational assessment, counselling and therapeutic interventions, health promotion, therapeutic services, speech and hearing services and social work, the focus of this study is on psychological service delivery.

The change in the political dispensation also necessitated the change from racially segregated Education Departments constructed by the Apartheid government to one National Education Department in line with the democratic goals of the new dispensation. Policy proposals have become a cry for a change in psychological service delivery and structural changes in the institution, i.e. Education Support Centres/Clinics to serve all race groups.

Service providers

International literature (Burden, 1993) reveals the confusion and difficulty around a consistent distinction between educational psychology and school psychology. While practitioners of educational psychology in the UK are known as educational psychologists, irrespective of their work context, the term 'school psychologist' is used in the USA when referring to a psychologist delivering a psychological service to schools (Van der Hoorn & Adams, 1994).

South Africa has tended to use the North American distinction by labeling those working for the Education Department as 'school psychologists'. In the Western Cape Education

Department (WCED) the situation is further complicated by the fact that there are psychological service practitioners in the department who has been trained in counselling and clinical psychology, and the label 'school psychologist' does not necessitate a registration as psychologist with the South African Medical and Dental Council. This study will use the terms 'Educational Support Services' and 'practitioners of psychological services' and/or 'school psychologists', when referring to those professionals providing a psychological service to schools within the WCED.

The years 1994 and 1995 have seen extensive policy proposals and documents which focus on making ESS more effective. The policy documents all call for a shift from an 'individualistic', medical approach to 'service delivery', i.e. where the 'problem' is identified in the individual (as some personal pathology) and an intervention is planned to 'cure' this problem, to a holistic and integrative model, i.e. where a systemic model is used to understand a problem and different professionals work on the different dimensions of the problem.

Implications of these proposals, for school psychologists delivering a service within the WCED, means a significant shift in their job description, as well as structural changes, i.e. where the service is delivered from school clinics instead of working from home. Other structural changes include different ratio's between service providers/practitioners and service recipients/schools.

The history of Education Support Services

Psychological service provision in education in South Africa has a troubled history of inequality and segregation, where the service was rendered by different education

departments for different racial groups. Each Education Department used a different label/name for its service and it also differed in aims and scope. New policy development has to take cognisance of this in order to develop a more viable and effective service delivery model.

The establishment of one National Education Department necessitates a merge of these departments, as well as new policy development to ensure that the needs of all recipients are met by one department. It is important to understand the history of psychological services in order to understand how the model in the new policy documents is different and what these changes imply for the practitioner.

A brief summary of the aims, scope and interventions of psychological service provision under the different Education Departments is provided, as well as a summary of how these departments differed.¹

House of Representatives

Name: School Psychological Services

(i) Aims. Psychological services aim at the promotion of mental health for all learners, development of the learner's mental abilities and to equip them with positive life skills to enable them to cope with problems of an educational, physical, emotional, cognitive, vocational, social and environmental nature.

1. This information was taken from the document, entitled Task Team: Specialist Support Services, 1994, pp. 2-4.

(ii) **Scope.** Services provided include the following: remedial education, group and individual guidance and counselling, special class education, psychological testing, training centres for severely mentally handicapped, school social work, skills training for moderately mentally handicapped, psycho-clinical services, psychological services at special schools, reformatories, and schools of industry. These services focus on educational, physical, emotional, cognitive, social, and environmental problems and development needs.

(iii) **Interventions.** (a) screening, identification, diagnosis, (b) enhancement strategies, and (c) preventative and curative measures.

House of Assembly

Name: **Education Support Services**

(i) **Aims.** Within the broad range of the specialized services, the aim is to promote the principles of self-actualization, mental health and emotional stability in the child, thus predisposing him to optimal receptivity for learning those life skills which will make him competent to make appropriate and responsible educational and career choices, to build a stable family and to live with respect and tolerance for his fellow man to the ultimate benefit of himself and society. These aims also reveal a commitment to:

(a) multi-disciplinary teamwork, (b) empowerment and support of parents and teachers, (c) preventative and curative work.

(ii) **Scope.** The services provided include: education support centres/clinics, psycho-education services, remedial education, group and individual guidance and counselling, career guidance, speech and hearing assistance, school social work, family

and sex-education, psycho-edumetric evaluation, special class education, vocationally oriented special schools, socio-educational guidance, establishment of didactic aid teams, and screening for school readiness. They focus on: learning, behavioural, social, study, emotional, physical, development, vocational and personal problems and development needs.

(iii) **Interventions.** (a) curative aspects such as assessment of difficulties, therapeutic assistance, and referral (Special Educational Needs learners) , (b) preventative aspects such as strengthening the learning process, life skills, and parent support.

Department of Education and Training

Name: Education Auxiliary Service/ Psychological Services.

(i) **Aims.** The aims of the service should be to contribute to the optimal development of all pupils in their totality, guide all learners to self-actualization, enhance the learning process, equip all learners with the relevant life skills, supply teachers, learners, and parents with the necessary; relevant information; support parents in their educational task.

(ii) **Scope.** The service have attempted to include the areas of psychological, educational and guidance services, and services related to special education needs. Their focus has been on learning, emotional, behavioural, educational, social, home, environmental and career-related problems and development needs. School-based teams (including guardian teachers, guidance and remedial teachers) have been the primary channel for providing assistance. Where available, specialist services are provided to support the above team, and include specialist advisors, health, social work, speech therapy, occupational therapy, remedial, physiotherapy, psychological and psychiatric services.

(iii) Interventions. In the schools (by team/panel) the services include: (a) the identification, diagnosis, assistance, support and guidance regarding psychological, educational, and guidance problems and/or educational deficiencies, and also the prevention of such problems. (b) Services provided by the specialists include planning, research, training, liaison, coordination, special assistance to school teams, setting standards, and general management.

The differences in these services include

- Ex-House of Assembly (HoA) expresses an overt commitment to a multi-disciplinary approach. (Although not overtly referred to, this is inferred in the other documents).
- ex-HoA and ex-Department of Education and Training (DET) express a commitment to a team approach, the ex-DET document argues strongly for a 'school-based' team approach to services, with specialist services playing a role in supporting the team rather than being directly involved in services.

Guardian teachers, guidance teachers, and remedial teachers are therefore considered by ex-DET to be the main role players in these services.

- Only ex-HoA at present provide speech and hearing services.
- Although there is a commitment to all services referred to in the ex-DET, in practice there have been very few resources to provide these services.

A new conceptualization of Education Support Services

As stated earlier, a crucial transformation in the nature of education policy debates for the conceptualization of ESS in South Africa has been witnessed in recent years. The WCED had been guided by policy documents, especially the National Education Policy Investigation-framework ([NEPI], 1992) , Education Renewal Strategy ([ERS], 1993)

and ESS- Policy proposals (1994). Most of these documents acknowledge the changing political context and the implications this has for new policy. These documents also emphasize the need for ESS to become an integral part of education. Lazarus & Donald (1994, p. 11) suggest that this can be achieved by an 'infusion' of the general curriculum, 'with the broader developmental and health promotive aims and functions of Education Support Services- the development of the physical and mental health of all young people'.

The central concepts and principles shared by documents such as the NEPI- Support Service Report (1992) and ESS in South Africa: Policy proposals (1994) are discussed here as it provides a picture of the current conceptualization of the practice of psychological services.

Holism and health promotion. There is a general acceptance that physical, social and mental health are interacting and interdependent concepts (NEPI-SS, 1992). Lazarus & Donald (1994) propose a model of service delivery which focuses on the 'whole child', i.e. the physical, social, psychological and academic development of the child. Holistic developmental goals emphasize the need for preventative as well as curative interventions. Van der Hoorn & Adams (1994, p. 106) point out that, '..by adopting a holistic developmental approach both systemic and individualized work, and preventive and curative interventions are recognized as being of value'. While the need for curative interventions are not denied (Nepi -SS, 1992, Lazarus and Donald, 1994), the call for a holistic model implies a focus on health promotion and the optimal social, psychological and academic development of all learners.

These guidelines have been adopted by the WCED in the sense of adding the job of facilitator and advocator of health promotion in schools, to the job description of the school psychologist. The principle of holistic development also implies an integration of health services with psychological, social and vocational dimensions. Again the WCED adopted this component of holism with their move towards the establishment of 'multi-disciplinary teams', which means the psychologist, remedial teacher, social worker and other professionals work together as a team. This approach aims at achieving the 'holistic understanding of, and response to child/ youth development including physical, social, psychological, academic and vocational dimensions' advocated by Lazarus and Donald (1994, p. 10) in their proposed model of ESS. The multi-disciplinary team approach entails the collaborative team work of different professionals to address the diverse needs of the child, including physical health and psychological well-being, thus focusing on 'whole-child' development.

Integration and collaboration. According to the NEPI-report (1992) specialized education, guidance and counselling services were administered by racially segregated departments under 'Psychological' or 'Auxiliary' services, while school health services were located under the Department of Health Services and Welfare or National Health and Population development. This marginalised and fragmented nature of ESS in South Africa has been criticized by various local writers who propose a unitary system and integration of health services (Lazarus & Donald, 1994). The establishment of multi-disciplinary teams in the WCED has been an attempt to achieve this integration of services.

An indirect, consultative model of service delivery. An important consideration in the practice of psychology in schools, both internationally and locally, is the need for an

alternative model of service delivery. Various authors have focused on the restricted nature of the direct service, and the effectiveness of an indirect, consultative and systemic model of service delivery (Conoley & Conoley, 1990; Gutkin & Conoley, 1990; Donald, 1991). The NEPI-investigation, and specifically the Support Service framework, proposes the adoption of an indirect model of service delivery to schools. According to Gutkin & Conoley (1990) the use of the indirect model is a preferable alternative to the direct model if one aims at serving more than a small minority of individuals who need the service.

This model is deemed appropriate in the light of the specialist-learner ratio and the vision of equal opportunity and exposure to ESS for all learners. Structural changes in education, especially the establishment of one National Education Department, resulted in an increased specialist-learner ratio. Policy documents such as the White Paper (1996) emphasize the importance of making ESS accessible to all. The principles of the NEPI-document, e.g. non-discrimination, equity, redress and democracy, call for the accessibility of Support Services to all racial groups in South Africa. This model of service delivery changes and increases the clientele of the school psychologist as it is embedded in a systems framework, which advocates the need to work with different systems.

The proposal for an indirect, consultative model for the practice of psychology in education is advocated by many with diverse goals in mind. One argument is that the model provides a powerful position for community work, where the psychologist may enter the environment of the client, and schools can become sites for primary health care (Kriegler, 1993). Another argument is that the indirect model allows the psychologist to reach a greater number of learners. It is, however, important to note that the psychologist

may work in the above manner, without making a paradigmatic shift from the individualistic, curative model to a systemic model. Frederickson (1990) argues that 'systems work' means work which is informed by or derived from systems theory.

Towards a paradigm shift. There is a growing acceptance that the practice of psychology in education and, specifically within the WCED, should be conceptualized within a systemic, preventive model of service delivery, where the psychologist assumes the function and role of a facilitator and advocator of the 'health promoting schools' programme, i.e. schools which adopt the principles of health promotion such as establishing healthy policies (WCED- Guidelines for Psychologists, 1992). The Department recognises the inadequacy of working within a curative, individualistic model, in the light of the specialist-learner ratio in the Western Cape, which means the psychologist will be unable to work with every learner, as well as recognizing the limitations of this model in ignoring the interconnectedness of systems. For example, the psychologist has to take cognisance of the interrelatedness of the pupil (as system) with the school, the family and the community systems. As these systems impact on and influence each other, the psychologist has to target all these systems for intervention.

Internationally there is the acknowledgment of the need to work with systems, as the child has to be understood in context. Adopting a systems framework for the provision of ESS poses a challenge for both the practitioner and the recipients, i.e. schools and their pupils who receive the service are required to make a 'mind-shift' from expecting school psychological services to focus on testing to accepting the focus on systems work, which means addressing the social, psychological and physical needs of the pupil.

Prilleltensky (1994) also contributes to this debate by emphasizing the importance of working within a systems framework. He points out the ethical, moral and political nature of working within this framework. According to Prilleltensky (1994, p. 150) psychology is '....at a point in the development of social sciences where it is obvious that only systemic reasoning will help us address human problems'. For the 'systemic psychologist', i.e. one who adopts systems theory, to address a presenting problem, it becomes inevitable that s/he will need to address social and structural educational problems. This is especially true in a South African context where the pervasive nature of poverty and adversity influences the problems experienced by the majority of its (black) citizens, where political ideology has impacted so directly on their experience.

Prilleltensky (1994, p. 150) explains the obligation of psychologists to work within this framework: 'School psychologists have a moral responsibility to promote the well-being not only of their clients, but also of the environment where their clients function and develop'. The need for the school psychologist to deliver a service to the community system, according to Prilleltensky (1994) should be more than a choice for the psychologist but rather a moral obligation. It is thus with such a systemic view of things in general and ESS in particular that this study is undertaken.

AIM OF THE STUDY

The aim of the present study is to analyze new policy documents proposing a new service delivery model and conceptualization of ESS within the WCED, as well as the interviews conducted with practitioners of psychological services, in order to highlight the nature of the interaction between these two domains, i.e. the domains of policy and practice. The focus is on issues which impact on this relationship.

That is to say, issues around change and implementation as processes which will facilitate (or not) the successful implementation of a new ESS.

SIGNIFICANCE OF THE RESEARCH

The significance of this study lies in its contribution towards a body of knowledge about policy development (the policy domain) and policy implementation (the implementation domain), as well as the relationship between these two. This study is a theory-generating rather than a theory-testing research study, as it's focus is on providing information in understanding the nature of the interaction between policy and practitioners and thus the link between the domains of policy and implementation. The research study will shed light on the policy-practitioner relationship in the field of educational psychology in schools, and the issues around this relationship (the findings of the study). The research study will also provide clarity to professionals providing a psychological service within the Education Department, policy makers and interested parties, around the nature of the interface between policy and practice.

CHAPTER 2:

LITERATURE REVIEW

INTRODUCTION

The aim of this study is to investigate and shed light on the nature of the interface between new policies for the practice of psychology in schools, and the actual practice or implementation of these policies. An interface is defined as 'a point where interaction occurs between two systems, processes, subjects, etc.' (Oxford Complete Wordfinder, 1993).

Lowham (in Carter & O'Neill, 1995b, p. 95) points out that 'while there is an extensive research domain focused upon policy development and another focused upon the many aspects of implementation, there are few published studies that attempt to bridge these research bases'. Various researchers have called for studies which focus on the continuum from policy development to practice (Hall & Hord, 1987; and Lowham, 1995, in Carter & O'Neill, 1995b).

This study will attempt to link the domains of policy development and policy implementation. The policy-into-practice continuum (Figure 1) proposed by Lowham (in Carter & O'Neill, 1995b), will be used in this study as a guide to help take cognisance of the stakeholders involved in the process (see top part of Figure 1, on p. 15), as well as to maintain the focus of the study (see bottom part of Figure 1, on p. 15).

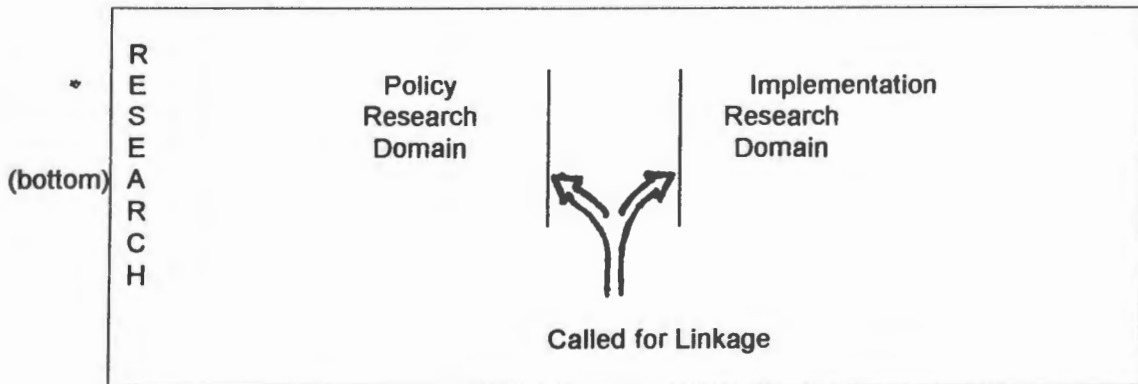
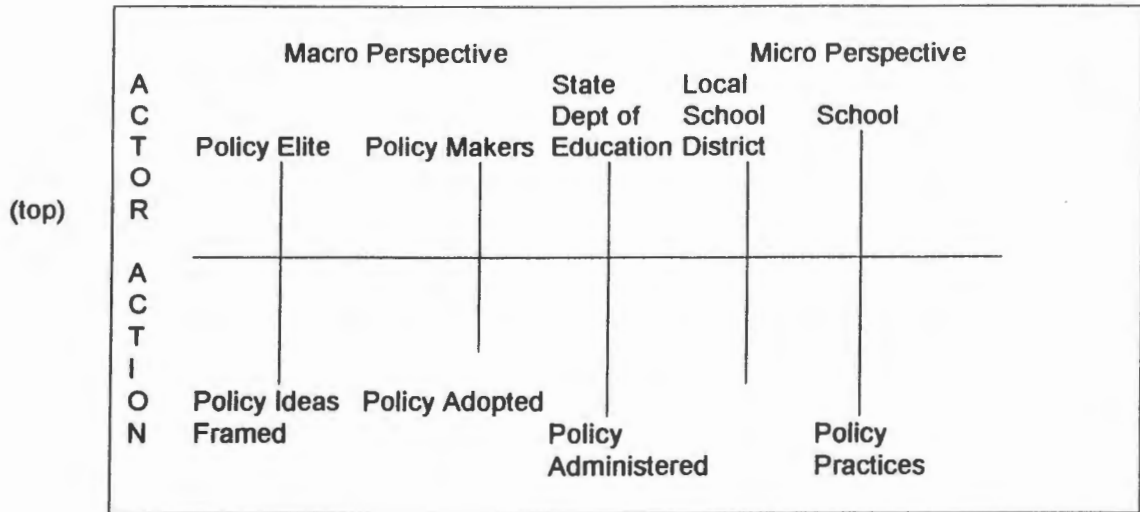


FIGURE 1: The policy-into-practice continuum

Figure 1 (top part) provides an outline of the role-players or actors involved in the policy process, from those more directly involved in policy making, e.g. the policy elite, to those more involved at the practice side of the policy process. The bottom part of Figure 1 emphasises the focus of this study, which is the interface between policy and practice. Literature in terms of the different issues or themes which make up this interface, as well as the experience of the role-players will be discussed in this chapter.

In what follows, therefore the literature around change as a process is discussed. Secondly the implementation process is discussed and, thirdly, the focus turns to literature around policy and policy analysis. Fourthly, the context for the study is provided by discussing educational transformation and the restructuring of ESS in South Africa, and the need for new policy changes and implementation as far as psychological service delivery to schools are concerned.

THE CHANGE PROCESS

Numerous authors point to the need to understand change as a process rather than an event, a journey rather than a blueprint (e.g. Sashkin & Egermeier, 1992 in Carter & O'Neill, 1995a & Hord, 1995 in Carter & O'Neill, 1995b; Fullan, 1991). Change is a journey and not a blueprint because it seldomly involves implementing a single, well-developed, proven innovation at a given time, nor are the solutions known in advance.

Sashkin & Egermeier (1992, in Carter & O'Neill, 1995a) suggest that the new trend in educational restructuring is a focus on how to change rather than on what to change. There is thus an emphasis on the human factor in the change process. Hord (1995, in

Carter & O'Neill, 1995, p. 88) captures it as follows: 'the Sashkin and Egermeier review permits the identification of another factor associated with successful change, the human interface that supplies the information, support and technical assistance'. Studies on the educational change process reveal that much attention was given to what to change in terms of structure, and less attention to the people involved in the process (Hord, 1995). The work of Sashkin & Egermeier (1992, in Carter & O'Neill, 1995a, p. 92) supports this, in that they found that various approaches to change worked 'when there was a person present who provided information, support and ongoing assistance to the users'. Hord (1995, p. 88) emphasizes that 'change is about each and every individual who will be involved in implementing new policies, programmes and processes'.

Literature reveals that the people caught up in the change process generally experience it as difficult, uncertain and confusing. Fullan (1991, p. 31) explains that the change process is difficult for the people involved, who commonly experience it as 'passing through the zones of uncertainty...the situation of being at sea, of being lost, of confronting more information than you can handle'. Fullan (1991) agrees with this notion of change as being difficult for the people involved and stresses that real change represents a personal and collective experience characterized by ambivalence and uncertainty. Fullan (1991, p. 32) proposes that 'under conditions of uncertainty, learning, anxiety, difficulties, and fear of the unknown are intrinsic to all change processes, especially at the early stages'.

Problems around clarity is one of the reasons why people find the change process difficult and demanding. Fullan (1991) states that there is evidence pointing towards problems around clarity found in virtually every study of significant change. It was also found that 'change is simply not very clear as to what it means in practice' (Fullan, 1991, p. 70). A

possible reason for the lack of clarity in policy documents is speculated by Fullan (1991, p. 70) to be that 'legislation and many other new policies and programmes are sometimes deliberately stated at a general level in order to avoid conflict and promote acceptance and adoption, such policies often do not indicate how implementation is to be addressed'.

Pressure and support

Two elements considered essential to ensure change and policy implementation are pressure and support. Practitioners should be continuously supported throughout the implementation and change process, as well as be exposed to a healthy dose of pressure. McLaughlin (1987, in Hord , 1995, p. 173) explains that 'policy implementation is incredibly hard, and successful implementation generally requires a combination of pressure and support'. Hord (1995) argues that pressure alone is sufficient if the implementation of policy does not require resources and normative change. He adds, however, that pressure alone is not always sufficient to ensure change, as it cannot change attitudes, values, and practices that have become routinized. This is when support becomes essential. Huberman (1992, in Hord, 1995, p. 175) affirms the importance of pressure and support but points out that this must happen in 'intelligent combinations'. That is to say, people should be supported during the process of change, as well as experience a sense of pressure to implement the changes advocated by the policies.

Hord (1995) provides six strategies to employ in order to facilitate change:

- Developing and communicating a shared vision
- Planning and providing resources
- Investing in continuous staff development
- Assessing progress

- Providing ongoing assistance
- Creating an atmosphere of change

Each of these will be discussed in turn.

Developing and communicating a shared vision

Here 'vision refers to the mental picture of what a school or other organization or its parts (practices, processes, etc.) might look like in a preferred image of the future' (Hord, 1995, p. 94). Mendez-Morse (1993, in Hord, 1995, p. 179) emphasizes that 'the starting point for any change is a clear vision'. This statement has profound implications for policy implementation as it suggests that if clarity is achieved, the implementation process will be successful. That is to say that once the vision is clearly understood by everyone, there is less likelihood of hiding or explaining a lack of participation. Collaborative work is also an essential component to ensure policy implementation. Hord (1995, p. 95) explains that 'collaborative development is supportive since authority, responsibility, and influence are shared', and 'when there is collaborative development of the policy vision, pressure is more likely to be exercised by peers and supervisors.'

Planning and providing resources

Hord (1995, p. 96) suggests that leaders in policy making should ensure that the policy vision is clear, because a 'clear and well-communicated policy vision provides the basis for clear planning'. Another strategy used to ensure policy implementation is providing resources, which can take the form of material resources as well as time and energy for staff to plan, share and act.

Investing in continuous staff development

It is acknowledged in literature (Hord, 1995) that many implementation efforts fail because staff are not trained in new skills. Providing training and professional development is experienced by many staff members as supportive, since it assist them in reaching their goals and doing the work effectively.

Assessing progress

As change is a process, it does not always proceed as planned and people will need help in changing their practices and aligning themselves with new policies. Assessment of progress is important for two reasons: 'implementers feel valued and cared for, and a clear signal is given that the change is of high priority and deserves attention' (Hord, 1995, p. 98).

Providing ongoing assistance

It is important to note that the needs of the practitioner changes as s/he becomes more experienced and expert with the new policy vision. Conducting ongoing assessment of the implementation process provides data of the different needs of practitioners and therefore assistance can be individually tailored.

Creating an atmosphere of change

Hord (1995) argues that leaders should ensure that an atmosphere for change is created. This includes cultural norms that seem especially facilitative of change such as 'a norm of continuous improvement, a widely shared sense of purpose, and a norm of involvement in making decisions' (Hord, 1995, p. 3). In addition, building team spirit and team work is an important criterion in building an atmosphere conducive to change.

There are further strategies provided by Fullan which are seen to facilitate the change process. He argues that 'innovations have become increasingly more holistic in scope', and 'as these changes have become more organic and multilevel, it has been necessary to rethink the change process' (1991, p. 32). The new focus on understanding change as a process entails a shift from the focus on individual roles to focusing on key themes in successful change. Fullan lists the following themes as central:

- Vision-building
- Evolutionary planning
- Initiative-taking and empowerment
- Staff development and resource assistance
- Monitoring/problem-coping
- Restructuring

According to Fullan (1991, p. 88) 'all six themes in concert are required for substantial change to occur'. These themes influence each other and are dependent on each other and so are all needed. We now turn to each of them in turn.

Vision-building

This is the central theme, since it feeds into and is fed by the other themes. 'It permeates the organization with values, purpose, and integrity for both the what and the how of improvement' (Fullan, 1991, p. 81). Miles (1987, in Fullan, 1991) explains that a shared vision has two dimensions: a vision of the change process coexisting with a vision of what the organization could look like (a vision of the goals of change). According to Fullan the importance of a vision is generally recognized but the practice of vision-building is not well understood.

Evolutionary planning

Studies by Louis & Miles (1990, in Fullan, 1991) reveal that schools (and other organizations) which succeeded in implementing change, needed to adapt their plans to improve the fit between the change and existing conditions in the school to take advantage of unexpected developments and opportunities. Planning thus has to be adapted throughout the change process. While having a plan is considered important, the lesson strongly echoed in the business literature is to learn by doing (Fullan, 1991).

Initiative-taking and empowerment

The implementation process is facilitated when there are people involved who take initiative in terms of planning. Fullan (1991, p. 83) suggests that having people who are 'acting and interacting in purposeful directions is a major route to change'. Collaborative work is crucial to this theme; and Fullan stresses that collaboration helps reduce professional isolation for teachers. Collaborative team work facilitates the change process, since constant communication provides the continuous pressure and support necessary for change. Members of a team feel supported and needed, and the expectations of team mates provide the pressure to perform well (Fullan, 1991).

Staff development and resource assistance

This theme involves the essence of providing opportunity to learn new ways of thinking, new skills, knowledge, attitudes, etc. Fullan argues that amount of staff training is not necessarily related to quality of implementation, but can be if pre-implementation training is combined with assistance during implementation. He stresses that the need for staff

development during implementation is underestimated and that this is most needed when the change process is complex. Staff development programmes are more effective if they combine activities, ongoing assistance and support during the implementation process, and regular meetings with peers and others.

Monitoring/problem-coping

This theme emphasizes the need to monitor the process of change. Monitoring serves two functions: firstly, it makes available information on innovative practices and thus provides access to good ideas; secondly, it exposes new ideas to scrutiny, helping to identify mistakes.

Restructuring

Fullan (1991, p. 88) uses structure in the sociological sense 'to include organizational arrangements, roles, finance and governance, and formal policies that explicitly build in working conditions that, so to speak, support and press for improvement'. Structural changes include, for example, time for individual and team planning, joint teaching arrangements, staff development policies and new roles such as mentors.

THE IMPLEMENTATION PROCESS

Lowham (1995, in Carter & O'Neill, 1995) proposes that policy implementation is currently understood to be a complex process, but that this was not always the case. Earlier studies 'established the foundation for understanding bureaucracies from a purely organizational viewpoint' (Lowham, in Carter & O'Neill, 1995, p. 95). In these studies it is argued that policy makers make policies and implementers implement it. The

organizational viewpoint suggests that policy and implementation happen in a series of sequential events. Appleby (1949, in Carter & O'Neill, 1995, p. 96) was the one who drew attention to the complexity of the implementation process, arguing that 'a policy is constructed when it is actually applied, because it is here that the implementor must translate it from the more abstract statement of words into the concrete actions of practice'. For the purpose of this study it is important to highlight the issues around and experiences of an implementation process in order to understand how this is similar to, as well as different from the data obtained from this study.

An important point to highlight is that implementation is central to the change process. Hall & Carter (1995, in Carter & O'Neill, 1995b) argue that there is still limited acceptance by policy makers of the need to support the implementation phase at the practitioner level. Hall & Carter suggest several implications (themes) which will make the process more effective:

- The 'status' of policy needs to be balanced with the 'core' of implementation, i.e. policy makers with high status need to work with all stakeholders involved in the implementation process.
- There needs to be trust, i.e. the different actors have to trust each other and respect the role each has to play in the process.
- There needs to be a more systemic view of how the change process works, i.e. intervention has to happen in every system to achieve change in the whole.

Each of the above are discussed separately.

The 'status' of policy needs to be balanced with the 'core' of implementation

The implementation process is facilitated if policy makers, developers, teachers and administrators work together. Hall & Carter (1995, p. 172) explain that 'we need to view all of us as being partners in the same user system'.

Another way of saying is: there needs to be trust

The argument here is that if policy makers talk more to practitioners, they will trust each other more. Hall & Carter (1995) insists that both the policy maker and the practitioner has to learn about the perspective of the other. 'In this way the policy-practice continuum will become shorter and the degree of understanding of participants at all points along the continuum will become greater' (Hall & Carter, 1995, p. 173).

There needs to be a more systemic view of how the change process works

This theme points out that change has to take place in every system in order to achieve real change, as systems influence each other. In the school context this implies that change in every classroom is needed to have change in the school.

POLICY ANALYSIS

Codd (1988, p. 235) proposes a materialist approach to policy analysis, which is based on theories of discourse and suggests that some policy documents 'legitimate the power of the state and contribute fundamentally to the 'engineering' of consent'. Such texts contain 'divergent meanings, contradictions and structured omissions, so that different effects are produced on different readers' (Codd, 1988, p. 235). Codd further argues that policy analyses which focus on the content of policy documents be regarded as texts which are capable of being decoded in different ways, depending upon the context in which they are

read. He also suggests that policy analysts should use some of the methods and theories of textual analysis that have been developed and refined within the field of literary criticism to examine the language content of policy documents.

Importantly, it is only within a materialist view of language that it is possible to show how discourse can mediate the exercise of power, for it must go beyond the meaning of what is said, to the act of saying it (Codd, 1988). Codd postulates that power is more easily understood as coercion or restraint and it is more difficult to understand and identify power when it is exercised through consent. Parker's (1992) model of discourse analysis posits that power operates precisely through consent and not restraint, and is thus consistent with Codd's (1988) argument. Thus Parker's criteria as a methodology to analyse the meanings in the texts, in this study, are appropriate.

THE POLICY-PRACTICE INTERFACE

Introduction

O'Neill (in Carter & O'Neill, 1995) explains that there is almost always a gap between policy and implementation. This is partly due to the fact that policy makers 'are frequently (even usually) a different group at a different level of governmental decision-making than those who will be responsible for implementing proposed changes', and 'policy-makers rarely develop a process for the implementation of their policy formulation-the people on the receiving end of the policy are simply expected to make it work in practice' (O'Neill, in Carter & O'Neill, 1995, p. 7). Hall & Carter (1995, p. 101) support the notion of a gap

between policy and practice: 'one of the largest perennial gaps in understanding and areas of misinterpretation is that between policy makers and practitioners; this is a gap in perspective, semantics and scope'.

Hall & Carter (1995) propose that one of the most serious problems contributing to this gap is the overly simplistic view that the various role-players in education have of the role of others along the policy-practice continuum. For example, policy makers tend to see the world of the teacher as simplistic and easy, while the teacher in turn sees his/her world as complex and the work and world of the policy maker as simply coming up with 'easy solutions'. This problem in perception, according to Hall & Carter (1995) creates problems for policy change.

The interaction between policy makers and practitioners is mostly a tense and frustrating experience on both sides. Studies show that practitioners are at first willing to attempt change, which is followed by frustration at the failure of others to support their efforts. 'As practitioners have increasingly felt overwhelmed, undersupported and resistant, policy makers have become impatient and pushed harder' (Hall & Carter, 1995, p. 104). The tension between the policy makers and practitioners, who has to implement the new policy, seem to increase when the parties are unable to understand the others position on the policy-practice continuum.

Policy experts on the policy-practice continuum

Fisher & Forester (1987) argue that there is a group on the policy-practice continuum, who is becoming increasingly powerful and worth taking cognisance of: policy experts. 'Over the past twenty years policy experts have emerged as increasingly significant players

in the game of politics' (Fisher & Forester, 1987, p. 95). They highlight two assumptions that underlie the presence of policy experts. 1. That better knowledge will lead to improved policy decisions. 2. The idea that good policy-science is 'value neutral', i.e. it does not represent the values of a specific political group or party. Fisher & Forester further argue that there is 'little in the contemporary experience that demonstrates the reliability of either assumption, although both remain firmly grounded in the discipline' (1987, p. 95).

They propose that the role of policy experts is important in providing us with useful literature to help cast light on the neglected political issues that now surround the policy expert's role: 'It is abundantly clear from the available evidence that expertise has become deeply embedded in the bureaucratic structures of modern government' (Fisher & Forester, 1987, p. 99). Knowledge and expertise have become important in mediating policy decisions; 'experts may not take the final decisions about policy, but they increasingly serve as intermediaries between elite decision makers and the groups toward which specific policies are aimed' (Fisher & Forester, 1987, p. 121). Fisher & Forester further argue that assessing the power of the 'expert group is difficult as this power is normally subtle and anonymous, the expert and his or her influence is generally difficult to measure' (1987, p. 121).

Understanding policy

For the purpose of this study it is important to review different opinions, understandings and definitions of policy. In this section I present views of policy as text and as discourse.

Policy as text. Ball (1994, p. 110) provides a useful definition of policy as text:

Here, somewhat under the influence of literary theory, we can see policies as representations which are encoded in complex ways (via struggles, compromises, authoritative public interpretations and reinterpretations) and decoded in complex ways (via actors' interpretations and meanings in relation to their history, experiences, skills, resources and context).

The understanding of policy as text implies that people 'read' the text and 'decode' the information, which inevitably influences their behaviour. Practice is therefore informed by the interpretation of the policy text. Ball (1994, p. 18) argues that 'policies are textual interventions into practice...'. He (1994, p. 21) also stresses that:

Policy matters, it is important, not the least because it consists of texts which are (sometimes) acted on; the point is that we cannot predict or assume how they will be acted on in every case in every setting, or what their immediate effect will be, or what room for manoeuvre actors will find for themselves.

For the purpose of this study it is important to understand how the practitioner of psychological services interprets the policy text and 'what room for manoeuvre' the practitioner finds for him/herself. The different person-positions which the practitioner adopts (see chapter 4) reveal the divergent interpretations of the policy texts.

Parker distinguishes between 'text' and 'discourse', explaining that 'texts' are 'delimited areas of the many wider-ranging discourses in a culture, which constitute a object of interest' (Parker, in Shoter & Gergen, 1989, p. 57). Texts thus provide a clearly defined site through which discourses are played out. In this study 'texts' will include the spoken language, transcripts, written documentation, values and norms which contain the understanding and conceptualization of the policy-practice interface.

Ball (1994, p. 19) suggests that 'the enactment of texts relies on things like commitment, understanding, capability, resources, practical limitations, cooperation and (importantly) intertextual compatibility'. Forester (1993) in turn shows that practitioners try to shape the beliefs, consent, trust and framing of issues in the communities in which they operate.

One focus for policy analysts is to understand and highlight the power which policy texts contain. Ball suggests that 'policies typically posit a restructuring, redistribution and disruption of power relations, so that different people can and cannot do different things'(1994, p. 21). Foucault proposes that 'discourses transmit and produce power, it reinforces it, but also undermines it and exposes it, renders it fragile and makes it possible to thwart it' (1981, p. 101). When analyzing a policy text, one thus has to identify the shift in power and the restructuring of power relations, to identify who gains in terms of this redistribution of power. It is vital to scrutinize the ways in which a policy text both produces and undermines power. In this study the policy documents use language in such a way that certain positions (see chapter 4) are opened up for the practitioner of psychological services to step into. These positions mostly favour the new policies and thus the new National Education Department who wants to see these policies implemented.

Policies exert influence 'in that they privilege certain visions and interests but through ignoring other dimensions and practices they do not do away with them, they merely hide them' (Ball, 1994, p. 498). Policy documents thus contain worlds which represent the visions advocated by policy, and through the language used in the documents, policy succeeds in transmitting the views and interests they favour. Policy as text has power in the sense of creating positions for people to occupy. Ball proposes that 'policies do not

normally tell you what to do, they create circumstances in which the range of options available in deciding what to do are narrowed or changed, or particular goals or outcomes are set' (1994, p. 498). The goals and outcomes of the policy texts analyzed in this study are to ensure the successful implementation of the new policies for ESS under the new National Education Department. In order to achieve this, the policy texts use language to promote the above interest and thus only make certain options or positions open for the practitioner to occupy.

Policy as discourse. In understanding policy as discourse one becomes aware of the positions which are created in policy texts. Ball (1994, p. 20) points out that discourses are 'practices that systematically form the objects of which they speak. Discourses are not about objects, they do not identify objects, they constitute them and in the practice of doing so conceal their own invention'. Ball (1994) further explains that discourses are about what can be said, and thought, but also about who can speak, when, where and with what authority. Foucault (1990, p. 23) takes this explanation further and argues that:

We do not speak a discourse, it speaks us. We are the subjectivities, the voices, the knowledge, the power relations that a discourse constructs and allows. We do not 'know' what we say, we 'are' what we say and do. In this way we are spoken by policies, we take up the positions constructed for us within policies.

In Foucault's (1990, p. 24) terms the practitioner 'may only be able to conceive of the possibilities of response in and through the language, concepts and vocabulary which the discourse makes available to them'. Through discourse therefore certain positions are created for the practitioner to adopt. Davies & Harre' (1990, p. 53) explain it as follows:

With positioning, the focus is on the way in which the discursive practices constitute the speaker and hearers in certain ways and yet at the same time is a resource through which speakers and hearers can negotiate new positions.

Conclusion

In this chapter I have discussed the literature on the different issues which are associated with new policy development and implementation. The National Education Department in South Africa and specifically the WCED is currently struggling with policy changes and an implementation process. This entails having to deal with the difficulty surrounding a change process and implementing new policies. Different stakeholders and roleplayers on the policy-into-practice continuum are dealing with these processes differently and this interaction between the people and the new policy is the focus of this study. In the context of the history of ESS, this study is relevant in its focus on the issues which the new policies highlight and the positions it create for the practitioners to occupy. These positions may be different from those which school psychologists occupied in the past.

CHAPTER 3: *METHODOLOGY*

INTRODUCTION

This study explores the interface between the practice of psychological services in the WCED and new policies which specify how this service should be delivered and conceptualized.

I use the framework proposed by Mouton (1996, p.1) for conducting 'logical social research', arguing with this framework that there are three key elements in any research project, namely:

1. The problem or research question or issue that is being addressed
2. The evidence required to address or solve the problem adequately
3. The conclusions to be drawn on the basis of the evidence collected and to resolve the problem in some way or another

Mouton (1996, p. 172) refers to this as the PEC-framework, and postulates that the 'basic logic of all research is captured in the specific relationship between the research problem, the evidence collected and the conclusions drawn on the basis of the evidence'.

The framework specifies that the researcher has to identify a 'problem' to investigate, and then to collect 'evidence' that will support and clarify the research problem or issue in order to, finally, draw 'conclusions' based on the evidence collected in terms of the problem. To apply this framework one should also take cognisance of Mouton's (1996, p. 72) postulation that the kind of research problem 'determines what constitute adequate

evidence'. The problem will determine the type of research study to undertake, for example a theory-testing or a theory-generating study. This research study falls in the category of theory-generating research where I start with limited background knowledge and formulate 'hunches, guesses' (Mouton, 1996, p. 1) and presuppositions of what my findings will yield, with the ultimate aim of generating explanations of patterns in the data and basing conclusions on this. Conclusions which, in their turn, will point the way towards further research such as an in-depth empirical scrutiny of the products of exploration.

'Problem'

The research study aims at investigating the interface between new policies and the practice of psychological service delivery within the WCED. The study specifically looks at new policy documents which contain the new policies as well as verbal accounts of practitioners in the field, who have to implement the new policies. The aim is to investigate the interaction between these two domains, i.e. policies and practitioners.

'Evidence'

Mouton (1996) suggests that in accordance with the PEC-framework, once the problem has been identified, the researcher has to collect evidence to address the problem. The evidence in this study will constitute analysis of the policy documents and analysis of interviews conducted with the practitioners of psychological services. Data will be analysed to expose the hidden power-plays between actors as these are contained in the texts. Ball (1994) argues that policy texts produce as well as undermines power, the language employed in the text allows the text to transmit a certain view and interest. The analysis is aimed at identifying these hidden messages.

'Conclusions'

To employ the final key element in the PEC-framework, I will draw conclusions based on the evidence collected. The analysis of the raw data (i.e. policy documents and interviews with school psychologists) will constitute the evidence and conclusions in terms of the interface between policy and practice. These conclusions will constitute the basis from which to generate a theory - for further testing - on the policy-practice interface.

RESEARCH DESIGN

Subjects

The data in this study is gained from interviewees (verbal texts) and policy documents (written texts). The interviewees are all practitioners of psychological services within the WCED, working as school psychologists and regional heads. Two regional heads and eight school psychologists were interviewed for this study, selected on the basis of their executive roles in the implementation of policy. The positions which they occupy as regional leaders, clinic heads and school psychologists, place them in powerful positions to deal with the practical side of policy, that of implementation.

Method

Two separate unstructured, individual interviews were conducted with regional heads and one focused group interview with eight school psychologists. New policy documents proposing policies for the delivery of psychological services to schools, were analysed. The documents included the National Education Policy Investigation-framework (NEPI), Education Support Services in South Africa: Policy Proposals and Task Team: Specialist Support Services. A brief outline of each document is provided to demonstrate its value to this study.

The NEPI-framework was selected for scrutiny in this study, as it provides the guiding principles around which models of practice may be built. Lazarus & Donald (1994, p. 8) argue that 'the strength of the NEPI investigation was that it identified five such principles which formed a basis for the generation of policy options across all of the twelve major dimensions of education that were considered'. The importance of the NEPI's contribution is also highlighted in Moolla's (1996, p. 14) postulation that, 'it is crucial that the new ideas and options which are infused into educational psychology service delivery connects with the principles and issues which are presently developing, moulding, and creating educational policy for South Africa'. These principles are outlined in the NEPI -SS, 1992. Briefly:

- non-sexism and non-racism
- democracy
- a unitary system
- redress of past imbalances

The second document which was analysed in this study: Education Support Services in South Africa: Policy Proposals, had been selected because it is post NEPI work, and therefore a progression of work started in the NEPI investigation. I specifically focus on the article by Lazarus and Donald (1994, p. 1), 'The development of Education Support Services in South Africa: Basic Principles and a proposed Model', contained in this document as they provide a model for the implementation of the new policy suggestions, proposals, principles and issues in Education Support Services.

The third document, Task Team: Specialist Support Services, had been selected as it contains the model and policy proposals advocated by the Strategic Management Task

Team (Support Services) appointed by the WCED. The proposals, principles and issues advocated by this team will directly influence the policy debate and the practice of ESS and psychological services within the WCED, and it is therefore crucial to include it in this study.

Interpretation of data: interviews and policy documents

The data obtained from the interviews and policy documents constitute textual data. It is argued that the different texts- interviews and policy documents- provide a conceptualization of the interface between policy and practice as it is experienced, perceived and understood in the different texts. Ian Parker's (1992) method of textual analysis is used to analyse the data. He delineates seven criteria which he regards as essential to distinguish discourses and to conduct a discourse analysis.

The seven criteria identified by Parker will be used to analyze the data. In this section the criteria are presented, as well as describing how they will be used to shed light on the data and the problem identified; this follows below (i-vii).

(i) Discourses are realized in texts, and the objects of study is the text

- a. Treating our objects of study as texts which are described, put into words
- b. Exploring connotations through some sort of free association, which is best done with other people

This criterion serves to help the analyst achieve the right frame of mind, in order to do discourse analysis, i.e. the analyst has to see the object of study as a text which is put into words. A second step contained in this criterion, involves a process of exploring the

connotations, allusions, and implications which the texts evoke. This will be done by talking about the 'talk', which is the said and perhaps unsaid of the respondents elicited from the interviews. This implies that the discourse analyst has to continuously put what is read in quotation marks and ask, 'Why was this said and not that? Why did the person use these words and where do the connotations of the words fit with different ways of talking about the world?' (Parker, 1992).

(ii) Discourses are about objects

- a. Asking what objects are referred to, and describing them
- b. Talking about the talk as if it were an object, a discourse

There are two levels of objectification; firstly where objects are constituted through discourse, and secondly where a discourse refers to itself or to other discourses as if they were objects. In the first level of objectification, objects gain reality in language, therefore the data will be analyzed to identify the objects or types of persons who gain reality through the discourse.

The second layer of reality or objectification is that of the discourse itself. Parker (1992) explains that discourses are about objects and in discourse analysis the discourses become the objects. The researcher has to talk about the discourses (talk) as an object. For example: the text refers to a 'democratic discourse' in which a 'democratic psychologist' has to ensure that all learners are accommodated, which is in accordance with the visions of the institution and government the psychologists work for.

(iii). Discourses contain subjects.

- a. Specifying what types of person are talked about in this discourse, some of which may already be identified as objects
- b. Speculating about what they can say in the discourse, what you could say if you identified with them

I will identify the types of persons created in the texts and the discourses, as well as speculate about what the person is allowed to say in this discourse. For example, one type of person revealed in the data, is the psychologist as a 'sales person', who has to 'sell' the new policy and its components (i.e. the new guidance programme) to the schools.

(iv) A discourse is a coherent system of meanings

- a. Mapping a picture of the world the discourse presents
- b. Working out how a text using this discourse would deal with objectification to the terminology

The discourse used by the persons, contained in the text, contains statements which can be grouped and given a certain coherence, insofar as they refer to the same topic, to identify the 'world' created by the discourse. Davies and Harre's (1990, p. 45) postulation is valuable here, that 'discourses....can create distinct and incompatible versions of reality'. Different discourses thus create different worlds.

Parker explains that we, as analysts, have to bring a knowledge of discourses from outside to bear on any example or fragment of discourse for it to become part of a coherent system in our analysis.

(v) A discourse refers to other discourses

- a. Setting contrasting ways of speaking, discourses, against each other and looking at the different objects they constitute
- b. Identifying points where they overlap, where they constitute what looks like the same objects in different ways

Parker points out that when we reflect on a particular discourse, we have to make use of other discourses. Discourses also embed and presuppose other discourses, and the person is provided the space by the discourse to employ metaphors, concepts and analogies from other discourses. This criterion points out that the discourse we use, thus the way we speak, creates different worlds. For example, it has become 'politically correct' to speak about a 'rainbow distribution' in a socio-historical context where the use of racial terms like 'racial groupings', 'coloureds' and 'kaffirs' have become a taboo. The use of these terms create opposing and different worlds. Examples of this will be highlighted in my data.

(vi) A discourse reflects on its own way of speaking

- a. Referring to other texts to elaborate the discourse as it occurs, perhaps implicitly and addresses different audiences
- b. Reflecting on the terms used to describe the discourse, a matter which involves moral/political choices on the part of the analyst

Discourse reflects on its way of speaking by employing devices such as 'for the want of a better word' and 'don't get me wrong'. The analyst therefore has to step into the discourse at points, to get a sense of what it feels like as a coherent whole (Parker, 1992, p. 14). Parker further suggests that the analyst should bring in other readers and listeners and use their understanding of a discourse in order to bring out the implicit meaning, the views which are rarely voiced but which are part of that way of talking about things. Parker also warns that the analyst should be aware of the consequences of her analysis in terms of the description of the discourse she will provide. The discourse used by the analyst will have political and moral implications, which she should be aware of.

In this study the literature review and other texts will be used to elaborate discourses, thus bringing in other readers and their understandings of the discourses, in order to bring out the implicit meanings as suggested by Parker.

(vii) A discourse is historically located

- a. Looking at how and where the discourse emerges
- b. Describing how they have changed, and told a story, usually about how they refer to things which were always there to be discovered

The socio-historical context in which the discourse emerges and is used is important for the analyst to take cognizance of, as 'discourse analysis cannot take place without locating its objects in time' (Parker, 1992, p. 16). Parker argues that discourses are located in time and in history for the objects they refer to are objects constituted in the past by the discourse or related discourses. A discourse also refers to past references to those objects.

The above criteria are used as attitudes or positions vis-a-vis the texts, which the researcher will adopt in order to identify the persons, discourses and worlds contained in the texts. The analysis of the texts, making use of Parker's technique of discourse analysis, will allow the researcher to highlight the obvious and hidden meanings in the texts. This is discussed in detail in the following chapter.

CHAPTER 4:

RESULTS

INTRODUCTION

In what follows I use Ian Parker's (1992)² method of textual analysis to 'rescue the said and unsaid' of school psychologists. That is to say, to highlight obvious and perhaps less obvious patterns in the meaning of the data. I will use 'text' to mean the said and done of the respondents, generally referred to as 'the raw data'. I am dealing with the said and done of others as contained in (i) interview data and (ii) written, public documents, each producing different kinds of data because of the nature of the texts thus produced (i.e. the text of the interviews and the texts of documents). These texts are contained in Appendices A - C (interviews) and Appendices D-F (documents).

I will present the meaning of the data in terms of the following sub-headings:

- (a) the types of persons constituted (i.e. the person created by the discourse, eg. 'victim');
- (b) the discourse engaged in (i.e. the different ways of talking used by different persons, e.g. an 'us-them' discourse);
- (c) the world created through (a) and (b) (i.e. the particular configuration created by a person and discourse together, e.g. a 'cruel world').

2. I will use Parker, I., Discourse dynamics: critical analysis for social and individual psychology, 1992, throughout this analysis. All page numbers in brackets, unless otherwise indicated, are to this text

The implications of these patterns in the meaning of the data for the policy-practice transaction will be taken up in the next chapter; here each section is merely concluded with a summary.

The structure of my presentation is as follows: In each case (the interviews and the documents) I present the persons, discourses and worlds constituted in the texts. Under each of these sub-headings follow a number of specific instances of each type (person, discourse and world). Ian Parker, 1992, suggests that the discourses contained in the text create certain person-positions, which provide the speaker with the right to speak and specify the rules about: what to speak; how to speak; and also constitutes a position from which to criticize. Each text also contains different discourses, i.e. ways of speaking, which are 'the currencies', so to speak, to trade with in a certain context. Parker further postulates that the discourses engaged in and the persons/positions contained in the texts -together- create a very distinct world, that is, certain role-rule configurations which are distinct to that specific world.

In order to identify the persons, discourses and worlds contained in a text, the analyst adopts a specific attitude (see pp. 37-41). In what follows, I describe the products of Parker's seven attitudes or the analyst's positions vis-a-vis the text.

A INTERVIEWS

The persons, discourses and worlds rescued from the interview texts are discussed below and summarized in Table 1.

Note that Table 1 allows the reader to see which persons, discourses and worlds were rescued from the interview texts, through the analysis. Table 1 also allows the reader to identify which persons, discourses and worlds were contained in both the interview data and the policy documents.

	PRESENT IN DOC & INTER- VIEWS	PERSONS (P)	PRESENT IN DOC & INTER- VIEWS	DISCOURSES (D)	PRESENT IN DOC & INTER- VIEWS	WORLDS (W)
INTERVIEWS		Victim		Us-them		Money talks
		Sales person		Then-now	X	New world
		Politically correct person		Rand-cents		A divided world
	X	Team worker	X	Democratic Redress		A cruel world

TABLE 1: Persons, discourses and worlds rescued from the interviews.

Note: X indicates the persons, discourses and worlds found in both the documents and the interviews.

PERSONS

The following types of persons are constituted in the texts.

1. Victims
2. Sales persons
3. Politically correct persons
4. Team workers
5. Policy makers
6. Practitioners
7. Lay people, recipients

Numbers 5, 6 and 7 above are in a certain sense more obvious subject positions and, as such, evident at the most superficial level of the analysis. Numbers 1-4 on the other hand, are positions which are rescued from the said and done of the respondents. In what follows I clarify each of these.

1. Victim

The 'victims' constituted in the texts are the people struggling within a changed process, (and a process of change); where their job descriptions and functions have changed due to institutional and political changes. The *victim* finds him/herself in a position where s/he is forced to make a 'mind-' or paradigm shift. That is to say, in the new climate s/he is expected to work in a systemic framework, as opposed to working with individuals and 'curing' the 'sick' child. New policy advocates this change from a curative to a preventative model. The focus has thus shifted from an emphasis on curing the sick, i.e. from an understanding of the problem as an individual pattern to a model of prevention which focuses on preventative strategies of a whole system.

The role and function to perform is thus different and the *victim* finds himself between a rock and a hard place: a struggle to meet the needs of his employee, the state, and his inner struggle to adapt to a new political dispensation. As a *victim*, the person's warrant to speak means he can recite his sufferings:

S: There is no uniform way of acting.....we use diaries in which to record conversations, workshops and interviewing clients ...so the report you submit is never a true reflection of what you have done...; ...and the transition that has to take place... means we...whereas in the past each discipline used to work within their little compartments, they are going to be working together now...

EXTRACT 1: Speaking as a victim. ³

2. Sales person

The analysis of the text opens a position for a 'sales person' to step in. Here the psychologists have to promote and sell the new policy and components of this. For example, the new guidance programme, which contains a variety of topics, such as sexual abuse must be 'sold' to pupils, i.e. school psychologists have to convince pupils of the value of these topics. The school psychologist takes on the position of a *sales person* and the school or recipient of the service becomes the 'buyer'.

3. All extracts included in Section A of this chapter are from the interviews conducted with school psychologists and/or departmental officials. See Appendices A-D.

S: We say to schools, what can we sell you, right? ...we don't sell them a syllabus, cause the syllabus is a document...but what we sell you...we sell you drug counselling, we sell you sexual abuse, we sell you assault...we sell you child abuse and how to deal with it.

EXTRACT 2: Speaking as a sales person.

The *sales person* thus gains power to speak by virtue of selling products. The *sales person* as position allows the school psychologist the space to promote the ideology (the beliefs, values, norms) of the new National Education Department and the current political dispensation.

3. Politically-correct person

From my analysis of the said and done of the interviewees a 'politically-correct person' emerged. S/he is someone who speaks and acts in ways which is considered appropriate in the political and socio-historical context in which s/he operates and works. This position guarantees the speaker the right to speak and to do so within the 'rules' of that which is, now after liberation, regarded as politically correct, e.g. talking about a rainbow nation or rainbow effect, rather than black, coloured and white.

S: (the circuits are) based on a rainbow effect of all the ex-department schools included in that area... ; ...you see, but its difficult because let's take for instance the person who operates in a area like Kayalitsha or Michelle's Plain for that matter...Michelle's Plain mostly consists of ex-house of Reps schools....

EXTRACT 3: Speaking as a politically correct person.

4. Team worker

The 'team worker' is a position where the psychologist works in a collaborative manner with other professionals to perform his/her duties. The *team worker* is able to function in a team, and work with others towards common goals, i.e to make Education Support Services accessible to schools. The role of a *team worker* is advocated by the Western Cape Education Department (WCED), and therefore provides the psychologist the opportunity to participate in policy decisions from this position.

S: ...the psychologist would go to a school...not as a psychologist, but as part of a team; ...we're not at the stage yet where people can start implementing things...

EXTRACT 4: Speaking as a team worker

Summary of the persons constituted

The articulations of the interviewees, the text, contain a variety of person-positions for the practitioner to adopt. From these positions the practitioner is able to say and do what would otherwise be considered inappropriate.

Most of the person-positions contained in this text, allow the speakers a specific space from where to explore ways in which to operate under a new system of principles, values and notions.

DISCOURSES

The following are the different discourses contained in the text:

1. Us-them-discourse
 - a. Government versus practitioners
 - b. Practitioners versus recipients
 - c. Back versus white
2. Then-now-discourse
 - a. Good old days versus the bad present
 - b. Bad past versus good present
3. Rand-cents discourse
4. Democracy-discourse
5. Redress-discourse

The following discussion of the discourses contained in the texts, will demonstrate how these make available 'currencies for exchange', i.e. how they 'work' and thus allow the 'user' to obtain her/his 'goods'. In contrast, certain discourses have been abandoned as they have lost their currency, e.g. an oppressive discourse has lost buying power. The democracy discourse is used nowadays because it has currency within the current socio-historical context the psychologist has to work in.

1. 'Us-them' discourse
 - a. Government versus practitioners

The 'us-them' discourse is used by the persons in the text in order to express that there is a tension between some people gaining and others losing access to the privileged group; that the domain of educational psychology service delivery can be divided into two

opposing camps, policy makers/departmental officials and psychologists, and also psychologists and the recipients of the service.

This *us-them discourse* is used in three ways. Firstly, a distinction is made between 'us' and 'them', in order to refer to the departmental officials or policy makers as 'us', and to the practitioners as 'them'. This distinction makes sure that the 'other' (practitioner or lay person) does not enter the boundary of the policy maker, and the effect is one of denying certain people access to this privileged position.

S: We're saying that its (programme for schools) a totally flexible, adaptive approach, we talk about phases; ...currently school psychologists are busy with a lot of assessments, or I hope they are busy ; ...the assessments are very superficial and not so intensive...very quick.....they still do consultation with the teachers.

EXTRACT 5: Governmental officials versus practitioners.

b. Practitioners versus recipients

The *us-them discourse* also reveals a tension between practitioners, who are seen as gaining access to the 'in' group or privileged group and recipients, who are seen as losing access to this group. The practitioner in the second use of the discourse gains access to this privileged world, from which s/he was excluded, when a distinction is made between 'us' as psychologists or state employees and 'them' as lay people.

S: We're saying to schools, what can we offer you? The 'we' thus representing the education department, with the practitioner gaining access and the lay person (schools, community) being excluded; ...my people (school psychologists) would phone the school and the teachers are against this (teacher support teams)... the principal would say that they are not interested in DAT's.

EXTRACT 6: **Practitioners versus recipients.**

c. **Black versus white**

The *us-them discourse* often conceals a distinction between 'black' and 'white'. This discourse has gained currency over an explicit racial discourse in which the terms black and white are used to refer to the racial group (or colour) of a person. While this racial discourse has lost currency, the use of an us-them discourse allows old sentiments to be expressed in new terms. The persons in the texts use us-them when making a distinction between racially segregated (ex-) departments. They refer to 'us' as the department they formed part of and 'them' as the persons who belonged to a different (ex-) department. In this way they are still able to make racial distinctions.

S: But its only because of practical reasons...because they were part of another system....and they used to service those areas under the Apartheid....under the previous system....

EXTRACT 7: **Black versus white**

2. **Then-now discourse**

A 'then-now' discourse is contained in the text, and can be defined as a discourse that refers to the past as 'then' and the present as 'now' and where there is a tension between

the past and the present. This *then-now discourse* is used in two ways, firstly to refer to the 'good old days' and the 'bad present' and secondly, to refer to the 'good present' and the 'bad past'.

(a) Good-old days versus bad present

This discourse refers to the past or 'then' as the 'good old days' which were familiar and comfortable, and perceives the present as difficult and as posing a challenge, which entails adapting to the changes in his/her new job description and job demands. The present is thus seen in a negative light when compared with the past, as it is different and calls on the person to make changes in his/her lifestyle and work.

S: The ex-house of Reps department had psychologists who worked in circuits and psychologists who worked from the clinics...now all those who used to work from home...all psychologists now work from clinics and all work a normal work day from 8 to 4.30 pm ...; ...also the clinics used to be closed during school holidays and on Fridays closed early...now it will be open during holidays...

EXTRACT 8: Good-old days versus bad present.

(b) Good present versus bad past

The *then-now discourse* is also used to describe a 'good present' and a 'bad past'. This discourse creates a world of new values and optimism for the present. In contrast to the world created by the 'Good old days and bad present' discourse, this way of talking creates a world of a practitioner working in a happy atmosphere where s/he is full of optimism and enthusiasm for the future and her/his present job description. The past is remembered in a negative light and the present as holding promise for a better future:

S: In the past you had a syllabus and this syllabus was implemented in schools and you'd ask your guidance teacher or teachers to work through the syllabus...Now we say no, we say no, we say to the schools what can we sell you; you see it's a wonderful break away from the old system.

EXTRACT 9: **Good present versus bad past.**

3. **Rand-cents discourse**

Another discourse contained in the text and which I rescue through my analysis is a 'rand-cents' discourse, which can be defined in terms of an emphasis on economic issues and the money and financial implications of the change process. Interviewees describe the process as having to deal with more than an implementation of policy but also the economic aspect of this.

S: ...(to) spend time on bread and butter issues.; We are too busy at this stage with the practical issues - bread and butter issues.

EXTRACT 10 : **Rand-cents discourse.**

This discourse creates a world where money matters more than the intrinsic value of an object. In this discourse the persons refer to the money which they will lose or gain when working in a changed context. Working for the new National Education Department means more than adapting to a new set of values and norms but also a focus on the financial gains or losses entailed by having a new employer. This discourse holds implications for the policy-practice transaction as the persons in this discourse feel that more is at stake than the implementation of policy.

4. Democracy discourse

The text contains a 'democracy discourse', which can be defined as a discourse marked by terms such as 'negotiate' and 'liaise' and participating in democratic activities. The *democracy discourse* is the appropriate currency to use, as it allows the practitioner the space to express a new set of values considered important in his current context, i.e it is considered important to act in a democratic manner, thus allowing people a choice and a voice to express their needs.

S: Last year when they started doing situational analysis and needs assessments, so they've send out questionnaires to the schools; ...we are very much in the stage where we consult...we don't tell...we don't give fault...we consult...we negotiate.

EXTRACT 11: A democracy discourse

5. Redress discourse

The 'redress discourse' contained in the text is marked by terms such as 'fair', 'redress' and 'non-discrimination'. This discourse allows the practitioner to speak and portray the image of the new National Education Department and the state, thus the employer of the psychologists, as committed towards the redress of situations created by the old dispensation. This discourse allows the practitioner to recite the difficulties of achieving this under the current conditions:

S: We're in this transition phase and very soon I think...things...all things will be in their right positions and it will be so much easier to operate; ...lets put it this way...in some areas things had been established, ...but you must bear in mind that some of the clinics have only just been established.

EXTRACT 12: **A redress discourse.**

Summary of discourses

The discourses contained in the texts reveal the tensions and feelings which mark a process of transition and change. People find themselves in new and unfamiliar situations, e.g. as reflected in the *then-now* discourse where the practitioner is able to explore the values and practices which formed part of one understanding of the world (the then) and how this compare with a new understanding (the now). The *rand-cents*, *democracy* and *redress discourses*, contain the values and principles of a new, and different understanding of the world, in which the practitioner has to work. The implications that these discourses hold for the policy-practice interface will be explored in chapter 5.

WORLDS

The following composes a list of typical pairs (consisting of a specific discourse and the person contained in the text) that create a certain world. For each world I will give a brief picture and explain the objections to that world, as well as how specific pairs configure/reconfigure that world. The implications that these different worlds hold for the policy-practice transaction will be discussed in detail in chapter 5. Here only summaries of the persons, discourses and worlds will be presented.

1. Money talks

- a. Sales person and a rand-cents discourse
- b. Victim and a rand-cents discourse

2. A new world

- a. Team worker and a democratic discourse
- b. Politically-correct person and an us-them discourse

3. A divided world

- a. Practitioner and an us-them discourse

4. A cruel world

- a. Victim and a then-now discourse (good old days /bad present)

1. Money talks

- a. Sales person and a rand-cents discourse pair

In this configuration, the world is a market place of goods, where commodities are sold and bought. In this world the selling potential of a commodity is more important than the intrinsic value which that commodity may possess. The 'sales person and rand-cents discourse' pair configures a world where the psychologist's role is that of a *sales person* and the recipient of the service, e.g. the school, becomes a buyer.

The roles of a *sales person* and buyer also create a world where things do not have intrinsic value but become commodities to sell. This world is one where the focus is on the ability of the *sales person* to sell his goods and the economic gains for the *sales person*.

S: We say to schools what can we sell you?; ...the school psychologist has to go to schools and promote these ideas within the school context; ...so they are at the stage where they are negotiating with their different school principles and principal forums regarding programmes.

EXTRACT 13: Sales person and a rand-cents discourse pair.

b. Victim and rand-cents discourse

In a world of buying and selling, where money talks, there are those who make profits and are happy and those who do not gain financially and end up feeling cheated. This is a world where money and financial gains are considered important. The 'victim and rand-cents discourse' pair configures a world where people are struggling with money issues. The school psychologists experience themselves as *victims* who deal with economic and bread and butter issues, while they are expected to be committed to and involved in the process of policy implementation. This is a world where the persons/practitioners understand the change process and the implementation of policy as part of this, but feel strongly about their financial gains. In this world of rand and cents, money matters more than sentimental values.

S: These people normally only had one family car which the wife had....and suddenly the department takes away the car and people are expected to buy their own cars within a few months.

EXTRACT 14: Victim and rand-cents discourse pair.

2. A new world

a. Team worker and democratic discourse pair

A 'new world' asks for a different and new understanding of issues. It is based on new values and requires from people a commitment to changing their 'old ways' and manner of doing things. The 'team worker and democratic discourse' pair configures this world which is primarily focused on team work, collaboration and democracy.

In this world, the school psychologist has to operate and deliver a service as a *team worker*. New values are taking shape in this world and the practitioners have to operate in a democratic manner, as the principle of democracy is important in this world.

S: The emphasis has shifted from the individual to the school,...,the individual approach also to a team approach, we're talking about multi-disciplinary teams; the psychologist goes to the school, not as a psychologist...but as part of a team, the multi-disciplinary team; The emphasis has shifted now, policy is based....is going to be based on the needs of psychological services and their multi-disciplinary approach.

EXTRACT 15: A team worker and democratic discourse pair.

b. Politically-correct person and an us-them discourse pair

In a *new world*, with new values, people act differently and develop a new understanding of the world they live in. The rules of how people speak and what they are allowed to say also change. New positions are therefore created, which allow people the space and permission to speak in a certain way. The 'politically-correct person and us-them discourse' pair configures a world.

The *politically correct person* does not talk in the 'old way', considered normal in the previous political dispensation, i.e. talking about black, white and coloured. Rather this person uses an *us-them discourse*, where the racial group to which this person belongs constitute the 'us' and the other group becomes the 'them'. The person succeeds in making racial distinctions and/or refers to race, but do so in a politically-correct way by using new labels, i.e. naming the ex-department the person belonged to in order to make explicit the colour of the person.

S: In my region I have more psychologists from the ex-house of Reps-department than from the CED department...; The ex-house of Reps-department had psychologists who worked in circuits and psychologists who worked at the clinics...this was not the same for the CED psychologists...we were all linked to the clinics; Because they were part of another system, and they used to service those areas under the Apartheid...under the previous system...the house of Assembly, the house of Delegates, the house of Reps, whatever.

EXTRACT 16 : A politically-correct person and an us-them discourse pair.

3. A divided world

a. Practitioner and us-them discourse pair

In this world it is deemed necessary to include certain categories of people while excluding others at certain stages. In this world drawing and re-drawing boundaries around those who have access to the world is important in order to exclude those who do not have access. This is a world where those who are considered part of it and who find themselves on the inside of the boundary have more power to speak and act, and even sell. The

persons on the outside are considered as the other or 'them', and as such 'they' are excluded from the talk. In the relationship between practitioner and recipient, tension is created within the *us-them discourse*, which includes the practitioner and excludes the recipient from the world.

S: My people (school psychologists) would phone the school and the teachers are against this (teacher support teams)...the principal would say that they are not interested in DAT's.

EXTRACT 17: A practitioner and us-them discourse pair.

4. A cruel world

a. Victim and a then-now (good old days /bad present) discourse pair

This world expects and forces people to change; to give up their values and adopt new ones; to learn new skills considered necessary in the changed context, and to adapt to a new way of understanding the world. This world configured by the 'victim and then-now discourse' pair is one of having to struggle in a process marked by change.

The world created is one where the past or 'then' is perceived in terms of the good old days and the present or 'now' as chaotic and unfamiliar. The change process is understood on different levels: that of a changing political climate; a change in structure in the institution of education and a change in the roles and functions of various role players in this process. The *victim* is caught up in a world where her/his old skills, values and perceptions of the world does not work anymore, and s/he is expected to replace this with new ones.

S: Because the post levels have changed....; ...as I told you just now that the emphasis has changed from the individual to the school, from the curative to the preventative...; ...the entire education support service has undergone major restructuring as far as that's concerned....whereas in the past the psychologist used to go the a school and more or less work with an individual....uhm...in isolation, that has changed completely.

EXTRACT 18: A victim and a then-now discourse pair

Summary of the worlds

Different worlds are contained in the text, created through my analysis of the ways the interviewees talk and act. The worlds demonstrate the transformation in Education Support Services and the feelings, fears and opinions of those caught in the process. The *new world* represents the way things look, people talk, and services are delivered when new policy is implemented. The *new world* contains new rules about what and how to speak and act, which the school psychologist has to adopt.

In the world where money talks, the practitioners' concern over their financial situation is highlighted and the world reveals that the change process entails more than the implementation of new policy. The *cruel world* also illustrates the feelings of people caught up in a change process and having to function in a new world. The *cruel world* shows that the practitioners are struggling to adapt to the changes of the new policy and experience the process of change as unfair.

The *divided world* illustrates practitioners' acknowledgment of different perspectives and positions in the implementation process, i.e. policy makers, school psychologists and schools are different positions and groups in the implementation process. This world also reveals a division between new rulers and an old order, a new elite and an old elite, by talking about black and white as an 'us' and 'them'. Important for us to explore in the discussion, chapter 5, is the implications that these worlds hold for the policy-practice interface.

B. NEW POLICY DOCUMENTS

The following documents: (a) National Education Policy Investigation: Support Services; (b) Education Support Services in South Africa: Policy Proposals; and (c) Task Team: Specialist Support Services, are used in the analyses of the written texts. The ultimate aim of the analysis of both the interviews and the policy documents, is to explore the interface between policy and practice. On the next page (64) a summary of the analysis of the policy documents is presented.

Note that Table 2 provides a summary of the persons, discourses and worlds rescued from the policy documents. This provides the reader quick access to the objects of identification (persons, discourses and worlds) found in individual policy documents, as well as knowledge of those found in all three documents.

DOCU- MENTS	PRESENT IN ALL DOC.	PERSONS (P)	PRESENT IN ALL DOC.	DISCOURSES (D)	PRESENT IN ALL DOC.	WORLDS (W)
DOC. 1	X	Democratic person	X	Discovered other discourse	X	An Utopia
		Visionary person		Official discourse		Active participation
		Team worker		Redress discourse		New world
		Active practitioner		Democratic discourse		
			Needs discourse			
DOC. 2	X	Perceptive person	X	Academic discourse	X	Money talks
		Team worker		Democratic discourse		Knowledge is power
		Expert		Needs discourse		New world
				Rand-cents discourse		
DOC. 3	X	Expert	X	Academic discourse	X	An utopia
		Team worker		Discovered other discourse		New world
		Visionary person		Official discourse		Money talks
				Democratic discourse		
			Rand-cents discourse			

TABLE 2: Persons, discourses and worlds rescued from the policy documents.

Note: X indicates the persons, discourses and worlds contained in all the documents.

(a) NATIONAL EDUCATION POLICY INVESTIGATION: SUPPORT SERVICES

The relevance of this document has been discussed in chapter 3 and it will be included in this study as Appendix D. This document 'aimed at providing guidelines for the development of relevant, effective and efficient practice and presented policy options which redress imbalances in South African education' (Moolla, 1996, p. 14).

PERSONS

In what follows I discuss the types of persons contained in the text and rescued by my analysis.

1. Democratic person
2. Visionary person
3. Team worker
4. Active practitioner

1. Democratic person

This document opens a position for a 'democratic person', i.e. someone who acknowledges the right of all stakeholders to participate in decision-making. As a *democratic person*, s/he has the right to speak from this particular position.

S: In the absence of actual policies and proposals in these areas (school health, guidance and counselling, and special education needs) various sectors in South Africa were asked for their views and aspirations in terms of current and future services (p. 40).

EXTRACT 19: Speaking as a democratic person.

2. Visionary person

My analysis also rescues a 'visionary person' from the text, i.e. someone who has a vision of how to bring about change in the world and improve circumstances for the better. This position allows the practitioner to envisage a changed situation where support services (and psychological services as part of this), are available to all learners and support can be offered on all levels, i.e making physical, mental and academic support available to all. The position as visionary provides the speaker a warrant for voice, i.e. it provides him with the chance to present the ideal education system where support services is an integral part of the education curriculum.

S: Support services must be seen as a priority in education in South Africa; In addition to the need to address difficulties, support services are important in a process of social transition, particularly in the face of the present rapid deracialization of South African schools (p. 3)

EXTRACT 20: Speaking as a visionary person.

3. Team worker

The 'team worker' can be defined as someone who is willing to and who appreciates the importance of working with others towards common goals. S/he is able to work with others in a collaborative manner.

S: The recent development (...) illustrates the movement towards strategies and closer working relationships among different players in this field. What is important is the recognition that through this unity, development and empowerment in these areas may start to occur, which is not possible under a fragmented system (p. 7).

EXTRACT 21: Speaking as a team worker.

4. Active practitioner

The text contains a position for an 'active practitioner' to step into, whom I define as a 'doer', someone who is active in both policy decisions and the implementation of those policies. This person recognizes and accepts the responsibility which is inherent to this position, which calls for more than doing what is required from his job description.

S: The strongest common plea concerns the need for an integrated approach to support services in the general curriculum. Ordinary teachers should include these issues in their general teaching subjects and practices, in addition to providing separate programmes dealing with health and welfare issues, which would need special attention and expertise (p. 61); A common approach is also evident regarding personnel considered to be appropriate for service delivery. The role of the third-tier professionals is recognized; these professionals are considered to be important in the provision of training and support for teachers, primary health workers, and welfare workers. The second-tier professionals (e.g nurses/health educators, guidance teachers, and special education and remedial teachers) are also important.....teachers are identified as major players in this regard (p. 62).

EXTRACT 22: Speaking as an active practitioner.

Summary of the persons

In the person-positions of *democratic*; *visionary persons* and *team worker*, the practitioner is able to explore the values and practices of the new policies. The new policies emphasise the importance of the practitioner to deliver psychological services in the role of a *democratic person*. Thus the school psychologist has to work in a policy framework characterized by democracy. As a *visionary person* the practitioner is able to explore the new policy framework, as the position allows the practitioner a glimpse of the world (vision) s/he will have to work in. The new policy framework emphasises collaboration and team work, and the position of *team worker* allows the practitioner to explore this role.

DISCOURSES

This section will focus on the different discourses, or ways of talking, which are contained in the NEPI-SS document (see Appendix D). The following are the different discourses contained in the text and created through my analysis:

1. Discovered other discourse
2. Official-discourse
3. Redress-discourse
4. Democratic-discourse
5. Needs discourse

1. Discovered other discourse

The 'discovered other' discourse highlights the discovery of different races, and especially the black community and child who has been neglected in the model of ESS under the Apartheid dispensation. The discourse focuses on the importance of including this

discovered other in policy proposals and decisions. The discourse implies that all race groups have not always been included in policy decisions and that there was a general ignorance as to the experiences and needs of those other than white.

S: All children of school-going age should have access to preventative physical and mental health care and academic development services, children who have special physical, mental, and academic needs should have access to appropriate specialized services (p. 9).

EXTRACT 23: A discovered other discourse.

The emphasis on all implies that an 'other' (black people generally) has been discovered and a new realization that this other, has to be included in policy decisions.

2. Official discourse

An 'official discourse' makes the said sound like a fact or rule, that the said is above questioning or criticism. An official tone tells the listener that there is no room for further questions, that the said should be accepted as is. This discourse also makes the said lose its human element, so that the reader and listener finds it hard to evaluate the said as a discourse.

S: Support services in education have been sorely neglected in the apartheid system, and require urgent transformation along with the rest of the education system (p. 1); If support services are to play a major role in reducing casualties of education, and if education is to be a process through which physical and mental health is fostered, there need to be clear and measurable goals (p. 9).

EXTRACT 24: An official discourse.

The factual tone of this discourse removes the face, as it were, from the discourse, making it out to be impersonal and above questioning and criticism.

3. Redress discourse

My analysis also creates a 'redress discourse' which focuses on changing and improving the conditions of those who were deprived of services under the former Regime. The *redress discourse* makes the listener and reader realize that change is necessary in order to correct the inequality of the past, i.e. where whites received a better deal as far as psychological services in schools are concerned.

S: While the development of youth is a goal, priority is given to those who need the service most, in particular those who have been victims of apartheid and geographical discrimination. Finally, all three areas emphasize the need to redress imbalances related to geographical location (p. 61).

EXTRACT 25: A redress discourse.

This discourse is the currency to be used by the person who wants to promote the vision of an equal society where provision is made for all citizens.

4. Democratic discourse

The 'democratic discourse' emphasises the right of the individual to make decisions and have a say in issues concerning his/her life and future. The *democratic discourse* emphasises the right of all role-players, such as parents and students to be part of the policy implementation and change processes.

S: The participation of parents, teachers, students, and other relevant parties in support services in education would be encouraged. Accountability and transparency of processes should be ensured through various structures, processes, and mechanisms incorporating the relevant sectors (p. 4).

EXTRACT 26: A democratic discourse.

5. Needs discourse

A 'needs discourse' is one where policy options, principles and issues are stated as 'needs', with the urgency which characterizes a need. The discourse thus adds a sense of importance/urgency to an event or issue.

S: If support services are to play a major role in reducing casualties of education, and if education is to be a process through which physical and mental health is fostered, there need to be clear and measurable goals (p. 9); The limitations of this particular research project need to be recognized....; In a country such as South Africa, with a long history of unequal distribution of resources, there is clearly a need to rethink the role of education in supporting the development of youth (p. 2).

EXTRACT 27: A needs discourse.

The *needs discourse* makes it almost impossible for the reader/listener not to understand and accept the urgency of certain policy issues and decisions. This discourse focuses our attention on what is valued and considered as important by the speaker who engages in this discourse.

Summary of the discourses

The discourses contained in this policy document reflect the practices and values of the current political climate and socio-historical context, i.e. especially the *democratic* and *redress* discourses. Through these discourses the persons-positions which the speakers adopt become meaningful, i.e. the *visionary person* is a person-position that becomes meaningful through the *redress* and *democratic* discourses, which allows the person to understand the vision created by these discourses. The *needs discourse* convinces us/the reader that the principles highlighted by the new policy proposals, are urgent issues to attend to. The implications that these discourses hold for the policy-practice interface will be discussed in chapter 5.

WORLDS

The following typical pairs (consisting of a specific discourse and person contained in the text) create different worlds. For each world I give a brief picture and look at the objections to the world (as Parker suggests), then explain how the specific pair configures/ reconfigures the picture.

1. An utopia
 - a. A visionary person and a redress discourse
2. Active participation
 - a. An active practitioner and a needs discourse
3. A new world
 - a. Team worker and a redress discourse

1. An utopia

a. Visionary person and a redress discourse pair

This is an ideal world where everyone is equal, where needs are met, and where injustices of the past are addressed. As far as support services goes, this world makes provision for the psychological and physical well being of all children. In this world the needs (physical, mental, social, and academic) of all the learners are met and the practitioner/visionary is able to alleviate the problems of school dropout which result in unemployment.

In *an utopia* the *redress discourse* provides the context or space for a *visionary person* to step into and operate, as this person can conceptualize an ideal where wrongs of the past are redressed. This person-position allows the practitioner a position to explore the future of Education Support Services, where services are available to all learners.

This is an ideal world where policy makes provision for and practitioners are committed to addressing the needs of all learners, both on a curative level, i.e. 'fixing' the problem, and a preventive level, i.e. preventing a problem from developing. In this world those with already existing problems are able to receive the cure and help they need, i.e. physical, mental and academic, and those without any problems are provided the opportunity to develop optimally, as strategies are developed to prevent any problems from hampering their physical, mental and academic development.

S: This includes the development of a constitutional framework which does not discriminate in terms of race, gender, or class. Attempts to redress the economic imbalances of the past, whether it be through redistribution and/or increased production of wealth and services, are a priority, as is the increased participation of communities and individuals in the governance of the country. Social structures which meet basic material needs and promote human rights are a priority for support services (p. 3).

EXTRACT 28: **An utopia** (Visionary person and a redress discourse pair)

2. Active participation

a. An active practitioner and a needs discourse pair

This is a world which values active involvement in policy decisions and implementation, such as psychologists, who become involved in training and support for teachers, primary health workers, and welfare workers (NEPI-SS, 1994, p. 62). The world created by the 'active practitioner and need discourse' pair, is one where things get done! In this world the practitioner is active and willing to engage in those activities deemed important and necessary. The world created by this pair is one where certain issues and events are perceived as urgent and vital and the *active practitioner* is eager to address them.

S: School health, guidance and counselling, and special education all refer to the need for interventions at the school environment level: interventions aimed at developing physically 'healthy' school environments and organizational structures are given priority; All three service proposals articulate the need for services in both primary and secondary schools (p. 62).

EXTRACT 29: **Active participation** (An active practitioner and a needs discourse pair)

One can argue that the practitioner in this world is forced into action because the situation is made out to be urgent and action becomes essential. Things get done in this world because issues and events are seen as urgent and not simply a choice, and intervention is not a mere choice but necessity. In this world, therefore, people are forced into action by the perceived need or urgency of the problem/issue.

3. A new world

a. Team worker and a redress discourse pair

In this world people adopt new values, principles and practices, it is a world where people speak and act differently, i.e. the psychologist speaks about and works in multi-disciplinary teams and do not focus solely on individual interventions such as testing. The practitioner working in this *new world* adopts the person-positions of a *team worker* to explore the new values and ways of service delivery.

S: Efforts would initially focus on redressing the consequences of Apartheid, Given the scarcity of resources, priority would be given to those most in need (p. 4); There has to be a joint commitment from the specialized areas to work towards providing comprehensive services for all (p. 7).

EXTRACT 30: A new world (Team worker and a redress discourse pair)

Summary of the worlds

This text contained four different realities or worlds, namely: *An utopia*; *Doing the right thing*; *Active participation* and a *new world*. These worlds, each in turn, reveal: a need to live in a perfect world, where life is good, thus *an utopia*; the need to act in a just

manner and deliver a psychological service that benefits all, thus doing the right thing; the need of the practitioner to be actively involved in policy decisions and implementation of changes, thus active participation; and finally a wish to deliver a service in a changed world where everything is new and a fresh start can be made, thus a new world.

(b) EDUCATION SUPPORT SERVICES IN SOUTH AFRICA: POLICY PROPOSALS

The document I have selected, 'The development of Education Support Services in South Africa: Basic Principles and a Proposed Model', provides a model for Education Support Services and is therefore relevant for inclusion in this study. This document is included as Appendix E.

PERSONS

In what follows I discuss the types of persons contained in the text and created through my analysis:

1. Perceptive person
2. Team worker
3. An expert

1. Perceptive person

The 'perceptive person' is someone who is observant, alert, intelligent and quick. The *perceptive person* is able to both conceptualize the vision and see opportunities to realize it. This position aims wider than the average. It allows the *perceptive person* to see and use opportunities which will facilitate the implementation of the new policy framework.

S: ...although students constitute the primary focus (given the central task of any education institution) teachers, school administrators, parents, the curriculum, the school as an organization and the community as a whole become additional and important areas of focus (p. 15); ...further creative ways of making use of existing resources, both formal and informal, are possible and need to be actively explored (p. 21).

EXTRACT 31: Speaking as a perceptive person.

Because the *perceptive person* is able to understand the bigger picture, i.e. that it becomes important to adopt the new paradigm of service delivery, because it is cost-effective, s/he is committed to the process.

2. Team worker

A 'team worker' is created through my analysis of the text. I define a *team worker* as someone who is able to work with others towards common goals or the realization of a shared dream and vision.

S: At all levels - from the National Office to the individual School - an emphasis is placed on support service personnel working in inter-disciplinary teams (including general teaching and curriculum personnel) in the planning and, where appropriate, the practice of services (p. 17).

EXTRACT 32: Speaking as a team worker.

3. An expert

The text contains 'an expert', someone who is allowed to speak on the basis of the amount of knowledge held. The *expert* may make policy proposals and suggests models for policy implementation on the basis of the knowledge in her/his possession.

S: After a brief account of existing education support or 'auxiliary' services in South Africa, a specific proposal is explored in terms of a set of basic principles which address the inadequacies of the current situation and their implications in practice. In particular, implications are explored in terms of (a) how these services would be governed; (b) who the recipients of the services would be; and (c) how the services would be practiced.

EXTRACT 33: Speaking as an expert.

Summary of the persons

The document contains person-positions which explore what working in a new policy framework would entail for the psychologist. The *perceptive person* is able to operate in the new framework and will facilitate the implementation of new policies since s/he is able to see and use opportunities which ensure implementation. The *team worker* explores the ideal of collaboration and shared work which is advocated as important in the new policy framework. The *expert* is also actively involved in the process of exploring the new policy framework, by investigating options and models of what psychological service delivery should constitute.

DISCOURSES

The following discourses are contained in this policy document:

1. Academic discourse
2. Democratic discourse
3. Needs discourse
4. Rand-cents discourse

1. An academic discourse

An 'expert discourse' is one in which the rights and power to speak is clearly signaled by the amount of knowledge held. The discourse can be characterized by a formal and scholarly tone, as if stating facts or debating a theory.

S: The area of formal education support services (including school health, social work, psychological, specialized education, and guidance and counselling services) has, historically and in terms of current educational initiatives, been relegated to the periphery of educational concern; In all departments of education the provision of support services has lagged behind the estimated need (Donald, 1991) and recent cutbacks and retrenchments have followed and exacerbated this pattern (p. 5).

EXTRACT 34: An academic discourse.

The said is conveyed in a factual and academic tone, almost intimidating the reader who contemplates criticizing or questioning the said. Research findings and references are considered valuable in this discourse, as a way to justify expertise. In this discourse it seems that the more knowledge possessed, the greater the power to speak.

2. Democratic discourse

A 'democratic discourse' is characterized by the understanding that participation of interested parties in decision making and implementation of policy proposals is important. The discourse not only acknowledges the right of the individual to participate, but also perceives this participation as crucial for the success of the policy model.

S: The provision for parents, students, and community workers to participate not only in the governance of education support services but, where appropriate, in the practice of holistic and preventative programmes is an important element of this model (p.18); The principle of representation and participation by parents, teachers, specialized personnel, students and other relevant parties (e.g. disabled persons, traditional healers, civics, NGO's, etc.) in both the governance and practice of education support services is particularly crucial (p. 9); The democratic principle would be ensured through the participation, at every level, of representatives of groups or organizations having particular interests in the governance and practice of education support services (p. 12).

EXTRACT 35: A democratic discourse.

This discourse ensures that what is being talked about, in this case the model for ESS, is more readily accepted or at least less vulnerable to attack. This is done by way of using the appropriate currency, a democratic language in this case because it is appropriate in the current political and social context.

3. Needs discourse

A 'needs discourse' focuses on the talk of redressing the inequalities in terms of services

received by black and rural communities (and not others) appear as urgent, essential and important. This discourse allows the speaker the space to voice, within the rules of the discourse, what is considered as important.

S: Finally, the current perception of education support services as marginal needs to be addressed aggressively; In addition, further creative ways of making optimal use of existing resources, both formal and informal, are possible and need to be actively explored (p. 21).

EXTRACT 36: A needs discourse.

4. Rand-cents discourse

My analysis also creates a 'rand-cents discourse' where finance and money matters are considered essential. The right to speak or a warrant for voice here is earned through the knowledge of money, budgeting and making sound financial decisions.

S: Cost-effectiveness is a necessary and fundamental principle in the formulation of any policy proposal but particularly where present, and anticipated future, fiscal constraints are severe and are driven by real competition of resources... (p. 10); School health and welfare services need to remain as part of the overall health and welfare thrust in the country as a whole and, therefore, of these respective national budgets (p. 14); This would not only be a cost-effective way of distributing and making scarce and expensive expertise accessible to all (p. 18); The specific cost-effectiveness of various central notions in the model has already been articulated (p. 21).

EXTRACT 37: A rand-cents discourse.

This discourse is used as currency to get the speaker what s/he wants, which is to get approval for the said/ new policy model.

Summary of the discourses

The discourses contained in this text represent the values and practices of the new framework for Education Support Services in South Africa. Discourses such as the *democratic-*, *needs-*, and *rand-cents-*discourse contain the value of recognizing others's right to participate; understanding the principle of redress as a need and not merely a choice; and recognizing the importance of a cost-effective model in order to make support services accessible to all.

WORLDS

I will discuss the worlds contained in the text, by providing a picture of the world plus the objections to that world. I will also explain how a specific discourse and person pair configure/reconfigure this world.

The following is a list of the worlds contained in the text and created through my analysis.

1. Money talks
 - a. An expert and rand-cents discourse
2. Knowledge is power
 - a. An expert and an academic discourse
3. A new world
 - a. A team worker and a democratic discourse

1. Money talks

a. An expert and rand-cents discourse pair

This world is one in which finance and budgets are crucial issues, a world where one should make effective use of the money at your disposal and be able to live in a planned budget. The 'expert and rand-cents discourse' pair configures this world, in which the *expert* can operate effectively as s/he is able to recognize opportunities to exploit, in order to stretch the budget. The *expert* is able to use her/his expertise and knowledge pertaining policy development and plan a model in which it is possible to get the best with minimum expenditure.

S: The specific cost-effectiveness of various central notions in the model has already been articulated (most notably, the 'cascade' principle in skill distribution, the engagement and participation of parents and community resources and the multi-purpose, distributive function of district/community centres) (p. 21).

EXTRACT 38: Money talks (An expert and rand-cents discourse pair)

2. Knowledge is power

a. An expert and an academic discourse pair

This is a world where expertise and the knowledge a person possesses is valued.

In this world theory governs decisions and procedures are followed in a logical manner, i.e. evidence has to be provided for the claims made. The 'expert and academic' discourse pair create a world that seems cold and calculated, where reasoning is valued above emotions and feelings, and actions are governed by thought out theories and decisions and not impulse or perceived need.

S: The principles outlined above define the basic parameters for the structures and practices of education support services. The purpose of this section is to discuss some of the major implications for a model of education support services which is characterized by these principles (p. 11).

EXTRACT 39: **Knowledge is power** (An expert and an academic discourse pair)

3. A new world

a. A team worker and a democratic discourse pair

In the 'new world', things are done differently, e.g. psychological services are delivered in a different manner with the focus on the whole child rather than, for example, only on the academic performance of the child. The school psychologist has to operate as a *team worker* in this world and promote democratic values. The *team worker* position allows the practitioner to make a fresh start, working in a different model.

S: The principle of representation and participation by parents, teachers, specialised personnel, students and other relevant parties,..., in both the governance and practice of education support services is particularly crucial (p. 9); The principle of integrated services,..., would be enacted through each of the service areas (health, educational psychology, etc.) being represented on co-ordinating committees/ councils at every level (p. 12).

EXTRACT 40: **A new world** (A team worker and a democratic discourse pair)

Summary of the worlds

The worlds contained in this text emphasises: effectiveness and knowledge held, to ensure the effective functioning of a policy model, as oppose to the feelings of people caught up in the process of policy implementation. These worlds, financial and academic, contain the elements for the successful implementation of new ideas and academic models, and are therefore positive for the policy-practice interface. This will be explored in chapter 5.

(c) TASK TEAM: SPECIALIST SUPPORT SERVICES, WCED.

This document contains the proposals, suggestions and model of the team appointed by the WCED and is therefore crucial for this research study. It is included as Appendix F.

PERSONS

In what follows I discuss the types of persons contained in the text and rescued through my analysis:

1. An expert
2. Team worker
3. A visionary

1. An expert

An 'expert' is contained in this text, who can be defined as a person who is able to understand and participate in talk on the basis of the knowledge held. Since the *expert* can 'talk the talk', i.e. use appropriate terminology, s/he is able to express her/his views on the debate and make policy recommendations. The speaker has power in this position based on the knowledge s/he possesses.

S: To establish and support school-based teams to play a major role in the provision of services and preventative programmes and practices (p. 12); Close co-operation and joint accountability on a functional level between other service providers and Education Support Services is of vital importance (p. 13).

EXTRACT 41: Speaking as an expert.

2. Team worker

The text also contains a 'team worker' who values the new policy model and who becomes an essential part of the implementation process. This person is able to work with others and realize the vision of service integration, i.e. where different professionals work together for the holistic development of the child, which is advocated by the policy model.

S: To work within an intersectoral and multi-disciplinary collaborative approach: conceptualizing, planning and implementing services and programmes in a holistic, integrated way (p.12); Members of the multi-disciplinary team at schools for specialized education should be utilized more effectively and consideration should be given to them rendering services to mainstream schools as well as their particular school (p. 23).

EXTRACT 42: Speaking as a team worker.

3. A visionary person

A 'visionary person' is created through my analysis as a person who has a dream of changing the lives of others for the better. The person-position allows the practitioner to explore and speak about a world where the needs of the learner is being addressed and the child can develop to her potential.

S: A specialist support service should be an indispensable and integrated part of education and training (p. 13); To provide promotive, preventative and curative health services (p. 12).

EXTRACT 43: Speaking as a visionary person.

Summary of persons

The persons rescued from the text and presented above embody the values and practices of the new Education Department. For example, the importance of practitioners to work collaboratively with other professionals, and the need for practitioners to share the vision of the new policies which is to make support services available to all learners. The *team worker* and *visionary person* positions allow the practitioner the space to explore the issues related to working in a new paradigm and model.

DISCOURSES

I focus here on the different discourse, or ways of talking, which are used in the text.

The following discourse are contained in this text:

1. Academic-discourse
2. Discovered other-discourse
3. Official-discourse
4. Democratic-discourse
5. Rand-cents discourse

1. An academic discourse

The 'academic discourse' is one in which the right to speak is signaled by the knowledge held. To participate in this discourse one needs to know the conventions, jargon and terminology which marks an academic discourse. This discourse reveals the knowledge of the speaker and so her/his right to participate in the discussion or debate.

S: To contribute to the optimal, holistic development of all learners; To provide for appropriate assessment and therapeutic as well as systemic interventions; To work within an intersectoral and multi-disciplinary collaborative approach: conceptualizing, planning and implementing services and programmes in a holistic, integrated way (p. 12).

EXTRACT 44: An academic discourse.

2. Discovered-other discourse

The 'discovered other'-discourse contained in this text, acknowledges the existence of others previously ignored or unaware of, i.e. black children who did not have adequate access to psychological services in schools. This discourse argues for the inclusion of this 'other' in policy decisions and in the good life which the new policy will ensure. In terms of support services, the newly found 'other', will become a recipient of this service and has to be included in both policy decisions and planning for a future service. To participate or talk in this discourse, one has to demonstrate an awareness and acknowledgment of black children and schools who were deprived under the old dispensation.

S: To contribute to the optimal, holistic development of all learners (p. 12); ...existing education departments be maintained and utilized to provide support to all learners, schools and communities (p. 14); ...and to provide an environment for the optimal development of all learners (p.13).

EXTRACT 45: A discovered other-discourse.

3. An official discourse

The text contains an 'official discourse', where the new policies and changes are discussed in a factual manner, making them sound like rules or laws. The official tone of the discourse removes the face from the discourse, making it out to be more than a chosen discourse.

S: Services will be directed from an existing education support centre or area/regional office on a circuit basis (p. 14); In order to implement guidance programmes in primary schools in both junior and senior phases, suitably qualified co-ordinators must be nominated from existing staff (p. 21); The establishment of teacher support teams is essential at all schools, and should serve as the first level of identification (p. 21).

EXTRACT 46: an official discourse.

4. A democratic discourse

A 'democratic discourse', is defined as a discourse which contains the values of the new policy model and where the right to speak is determined by the individual's recognition of the rights of others to participate in policy decisions.

S: In this respect regions and areas should have executive and decision-making powers; Decentralized autonomy in governance will allow for greater community participation (p. 22).

EXTRACT 47: **A democratic discourse.**

5. **Rand-cents discourse**

This discourse, rescued through my analysis emphasizes money and budgeting. The financial implications of issues and decisions are considered important in this discourse, which provides a space for a person to speculate about the money issues. As far as Education Support Services are concerned, this discourse allows the space to explore the financial side of implementing a new policy model.

S: To utilize existing resources optimally (p. 12); To address cost effectiveness, staff effectiveness and effectiveness of the service to be rendered... (p. 14); In this way unnecessary duplication of services can be eliminated, ensuring increased efficiency and a more productive utilisation of limited resources (p. 24).

EXTRACT 48: **A rand-cents discourse.**

Summary of discourses

The *discovered other-* and *democratic discourses* contain the values of the new Education Department and the new model of service delivery. The *expert* and *official discourses* ensure that the said/ the new policy model sounds plausible, by signaling the knowledge held on the topic. These latter discourses make it difficult to challenge the discourses to be just one alternative among others.

WORLDS

The pairs (discourse and person contained in the text) create different worlds, some which hold positive implications for the policy-practice interface and some with negative implications. I will illustrate the worlds created through my analysis and discuss the objections to the worlds.

1. An utopia
 - a. A visionary person and a democratic discourse
2. A new world
 - a. A team worker and a democratic discourse
3. Money talks
 - a. A visionary person and rand-cents discourse

1. An utopia
 - a. A visionary person and a democratic discourse pair

'An utopia' is an ideal world of perfection where nothing goes wrong and dreams can be realized. The 'visionary person and democratic discourse' pair maps a world where there is a shared vision of equality and participation in decision making. The *visionary person* is able to realize this dream.

S: Education support services should be an indispensable part of education and training, specifically directed at learners with special needs. Services such as remedial teaching, guidance and counselling, psycho-educational assessment, school social work, speech and hearing teaching, adaptation/special classes and school health services should form part of the functional whole of the education support services, focusing on promotive, preventative and curative actions (p. 22).

EXTRACT 49: **A utopia** (A visionary person and a democratic discourse pair)

2. A new world

a. A team worker and a democratic discourse pair

This world creates an image of a fresh start, where practices, values, and the individual's conceptualization of the world has changed. In Education Support Services this new start signals a new means of service delivery and new values underlying this, i.e. the focus is on both curative and preventative interventions. This entails that the psychologists have to work in a team with other professionals. The practitioner has to learn to operate differently. The 'team worker and democratic discourse' pair configures this world, where the practitioner delivers a service as part of a team. Democratic values are important in this new world, and the *team worker* has to promote a democratic manner of service delivery.

S: To establish and support school-based teams to play a major role in the provision of services and preventative programmes and practices (p. 12); To work within an intersectoral and multi-disciplinary collaborative approach (p.12); Psychologists, remedial teachers and school social workers should work in circuits and be attached to education support centres or area/regional offices. It is essential that the functional services of Health and Social workers, as well as speech and hearing teachers be utilized as part of all multi-disciplinary teams (p.21).

EXTRACT 50: **A new world** (A team worker and a democratic discourse pair)

3. Money talks

a. A visionary person and rand-cents discourse pair

In this world money is valued and decisions are based on their financial implications. Living and planning within a fixed budget becomes the criterion for success in this world where financial losses cannot be allowed. The 'expert and rand-cents discourse' pair configures this world. The *expert* is able to foresee a financial hazard, based on his/her knowledge and is also guided by this knowledge to make sound financial decisions. The *rand-cents* discourse provide the space to voice 'money' concerns, and speculate about the financial implications of decisions.

S: To address cost-effectiveness, staff effectiveness and effectiveness of the service, the existing infra-structure in the form of head/regional office, education centres and personnel within the four former education departments should be retained and utilized and extended to provide support to all learners, schools and communities (p. 22).

EXTRACT 51: **Money talks** (A visionary person and rand-cents discourse pair)

Summary of the worlds

The *knowledge is power* world serves the interest of the new policy model and proposals, as this world demonstrates that practices and decisions are based on sound theoretical knowledge and not grasped from the air. The fresh *new world* where people are allowed to start over, provides the practitioner a chance to explore new values and a new model of service delivery, which is proposed by the new policies. This world contains the values of the new policies and thus promotes the implementation of the new policy framework.

This text contains worlds where a new understanding of Education Support Services are explored and which seem to hold positive implications for policy implementation. This will be explored in chapter 5.

CONCLUSION

The results above indicate that there are different persons, discourses and worlds which impact on and make up the interface. These (persons, discourses and worlds) either facilitate or threaten the implementation of the new policies and will be clarified in the following chapter.

CHAPTER 5: *DISCUSSION*

INTRODUCTION

In the previous chapter I presented the results obtained from my analysis of two different texts: (a) interviews with practitioners of psychological services in the Western Cape Education Department and (b) new public, policy documents proposing how this service should be delivered and conceptualized. The aim of chapter 4 was to capture the policy and practice discourses in terms of persons, discourses and worlds. The aim of this chapter is to discuss or tell the story of the interface between policy and practice. I clarify and speculate about the implications the persons, discourses and worlds rescued from the texts hold for the implementation process. Tables 1 and 2 (see pp. 45 & 64) are used to guide this discussion in the sense of (i) providing summaries of the persons, discourses and worlds rescued from the texts, and (ii) demonstrating the objects of interpretation which the policy documents and the interviews have in common and which therefore beg further discussion.

THE POLICY-PRACTICE INTERFACE

This discussion is based on Figure 1, 'The policy-into-practice continuum' (see p. 15), which focuses on the gap between policy and implementation and a call for a linkage between the two. Figure 1 highlights the different actors in the policy process, with some closer to the policy making side of the continuum and others closer to the practice side. It is argued that the actors have different experiences, depending on which side of the continuum they operate. In line with this argument, I look at the different persons

contained in the texts and the different roles they have to play, speculating that the different types of person-positions will influence the implementation process differently. Some will facilitate the process and others will not.

The analysis of the texts in this study yield specific persons, discourses and worlds which impact on and make up the interface between policy and practice. The interface is thus about certain types of persons, discourses and worlds which promote the new policies and change process and others which jeopardize or complicate it.

Those persons, discourses and worlds contained in both the interview and policy data, and which are positive in the sense of facilitating the change process will be discussed firstly. I do this by discussing firstly, the most effective position (person, discourse and world) and lastly, the least effective position as far as the implementation process is concerned. I then discuss the negative persons, discourses and worlds following the same structure.

Positive Patterns

Persons. The *team worker* is the most effective person-position as far as the implementation process is concerned. This person-position features in both the interview and policy data and can thus be seen as common ground between policies and practitioners. The existence of a *team worker* implies that actors on the different sides of the policy-practice continuum share a common language, and thus a common understanding. This collaborative team work approach is cited in literature (Hord, 1995; Hall & Carter, 1995) as important to ensure a successful change process. As quoted

earlier, Hall & Carter (1995, p. 172) explain that 'we need to view all of us as being partners in the same user system'. The practitioner as *team worker* therefore facilitates the implementation process.

The *visionary person* is seen as an important person-position to ensure effective implementation since it features in two of the policy documents. The *visionary person* is able to understand and realize the vision of the new policies. This includes a dream that psychological services will be accessible to all learners; that professionals will work together in multi-disciplinary teams and that the service will be democratic and transparent with all stakeholders participating. The importance of a vision (and therefore a visionary person) is highlighted in literature, for example, Fullan (1991) cites vision-building as the key theme in ensuring a successful change process. The *visionary person* will find it easier to implement the new policies because this person has clarity about the vision portrayed by new policies. Fullan points out that 'change is simply not very clear as to what it means in practice' (p. 70), and a *visionary person* may be exactly what is needed to provide clarity for the actors involved in the policy implementation process. This person-position will promote the link between policy and practice, since the practitioner as *visionary person* understands the policy makers' vision.

The expert is the next important person-position to ensure effective implementation since it features in two of the policy documents. This is a person who has knowledge of policy making and policy implementation. The practitioner in psychological services who adopts this person-position functions as *an expert* in the field and, as such, has to ensure that the other stakeholders (i.e. schools and lay persons) understand the new policies and the

changes which are inevitable. Literature reveals that support by others (leaders) is important in the implementation process. Sashkin & Egermeier (1992, in Carter & O'Neill, 1995, p. 92) found that '(it is) not that the various approaches to change didn't work, but in fact they did work when there was a person present who provided information, support and ongoing assistance to the users'. The practitioner as expert is able to provide this needed guidance and support to schools and lay persons. In the same manner, the policy makers and/or regional heads in psychological services may occupy this expert position to provide the ongoing assistance, guidance and support to the practitioners/school psychologists. The position thus opens up possibilities for links between policy and practice.

The *democratic person* is positive for the implementation process as this person practices the values of the new policies. This person-position, in effect, narrows the gap between policy and implementation and makes a linkage possible. The principle of democracy implies that policy makers and practitioners who adopt this position, have to ensure transparency in their service and equal participation of all stakeholders as far as decision making and implementation is concerned. The principle also means that the different actors at the different points on the policy-practice continuum all have a voice and should get the opportunity to talk and negotiate with each other. This understanding and communication will ensure shared decision-making and the participation of all role-players. In this sense the *democratic person* facilitates the implementation process.

The position of *politically-correct person* which features in the interview data, is positive for the implementation process in the sense that the practitioner understands the values of the new policy framework. Changes in the education system, e.g. the establishment of one

National Education Department for all race groups in South Africa, necessitate the role of a *politically-correct* person who implements policies which are considered as appropriate in the current political context. The *politically-correct person* serves as a bridge between policy and practice.

The *active practitioner* is actively involved in both the policy and implementation processes. This person wants to participate and not merely sit back and receive changes. For the school psychologist to adopt this person-position, will entail active involvement in the implementation of the new policies. The 'active practitioner' features in literature which focus on the importance of learning by doing (Kanter, 1989, in Fullan, 1991). Fullan talks about the importance of having people who take initiative and who are 'acting and reacting in purposeful directions in a major route to change' (p. 83). The *active practitioner* is therefore positive and will speed up the implementation process.

A *perceptive person* features in the policy texts as a person who is alert and able to spot opportunities which will speed up the implementation process. The school psychologist who occupies the position of *perceptive person* is able to understand the implementation process and therefore able to stay alert and spot opportunities which will facilitate change. Louis & Miles (1987, in Fullan, 1991) found that successful change entails taking advantage of unexpected developments and opportunities. This forms part of the theme of evolutionary planning, which is advocated by Fullan (1991) as central to the change process.

The *sales person* features in the interview data as a positive pattern in the sense of promoting the ideology of the new Education Department. The sales person has to believe in the new policies and convince the buyer of the advantages in buying the product. The psychologist as good sales person is thus able to facilitate the implementation process.

Discourses. The existence of a *democratic discourse* demonstrates that a link between policy and practice is possible since this discourse features in all the policy documents as well as in the interview data. This reveals that the practitioners are using the language of the new policy model. The principles of 'democracy' and 'redress' are important themes in the new policy framework and the practitioners' use of this language reveal both an acceptance of and an ability to operate in this new reality. This discourse thus bridges the gap between policy and practice and reveals that practitioners and policy makers have mutual interests and share a common language, i.e. both value democratic practices where the rights of all stakeholders to participate in policy decisions and implementation are recognized. The *democratic discourse* in this way closes the gap between policy and practice.

The *rand-cents discourse* features in two of the policy documents as well as in the interview texts and reveal more common ground between policy and practice. In the interview texts, this discourse reveals the practitioners' concern over money matters, i.e. whether they will lose or gain financially when new policies are implemented. In the policy documents the discourse draws attention to the policy makers' concern over money

matters, i.e. designing policies which are cost-effective. This discourse may bridge the gap between policy and practice, in the sense of providing a shared language for both parties. Fullan (1991) talks about the need to provide incentives in the form of material resources or time for the staff, as a strategy to guarantee their commitment to the implementation process. It seems that the policy makers and practitioners of psychological services will have to talk about the kinds of incentives needed to motivate the practitioners to implement new policies.

An *academic discourse* features in two of the policy documents as a discourse which reveals knowledge of policy making and implementation. This discourse allows an *expert* to be heard and to reveal her plans for effective implementation. The academic discourse does not operate in the interview texts, (perhaps) demonstrating that the practitioners/school psychologists do not perceive themselves as experts in the field of policy. The *academic discourse* promotes the implementation of new policies by providing guidance and support to the practitioners.

The *redress discourse* features in only one policy document but also operates in the interview data. Similarly to the *democratic discourse*, the *redress discourse* suggests common ground and a shared language between policy and practice. This discourse facilitates the implementation process as it allows for practitioners and policy makers to talk to each other. This discourse shows that practitioners are willing to engage in talk about redress and change, i.e. providing a service to all race groups.

The *official discourse* has been defined as a discourse which makes the 'said', i.e. the discussion, out to be facts or rules. The discourse operates in a manner which ensures that the said is not challenged or questioned. Fullan (1991), as quoted in chapter 2, points out that new policies are sometimes stated in general terms to avoid conflict and to promote the adoption of new policies. The *official discourse* operates on this level, not specifying how implementation is to be addressed but stating the new policies in a general and factual manner. This discourse has power to facilitate the implementation process as people will not question the new policies.

Worlds. A *new world* features in all three policy documents, as well as in the interview texts. The *new world* holds promise for bridging the gap between policy and practice by bringing together the practitioners and policy makers for talk and work towards realizing a new, shared vision. The *new world* represents the dream of both the policy makers and practitioners for a fresh start and to correct the mistakes of the past, i.e. when psychological services were not accessible to all children. A *new world* thus allows for new opportunities and a chance to build a new vision. It also creates an atmosphere which is conducive to change, and Hord (1995) emphasises that a change process is facilitated when there is an atmosphere conducive to change. The creation of this *new world* and the practitioners' willingness to engage in this reality reveals that the gap between policy and practice is not unbridgeable. By talking about a *new world*, the practitioners are already engaging with the world advocated by new policies.

The *money talks* world features in two policy documents and is a world in which financial issues are considered important. The practitioner as *sales person* will have a warrant for voice in this world. This world allows both the policy maker and the practitioner to talk about their concerns over money; for the policy maker to design cost-effective policies and the practitioner to benefit financially from the new policies. The *money talks* world thus poses as a bridge between policy and practice and provides a space for talk.

The world which values the *active participation* of practitioners is positive for the implementation process in the sense of making sure that all practitioners are involved in the process. This is the world of 'initiative-taking and empowerment' which Fullan (1991, p. 83) describes as essential to facilitate the implementation process. Practitioners are actively part of the implementation process and this energy and commitment will speed up the process.

In the world where *knowledge is power*, having knowledge and expertise is highly valued. This world sees the practitioner of psychological services as having knowledge of policy and implementation as this will ensure a smooth change process. Hord (1995) stresses staff development and training as an important theme to ensure successful implementation. He argues that many implementation efforts fail because of a lack of training. Practitioners experience the training as supportive and the element of support is also cited in literature (Machlaglan, in Hord, 1995) as a key element in the process of change. Fullan (1991, p. 84) cites 'staff development and resource assistance' as a central theme in the change process. These studies all confirm the importance of knowledge and training during and before the implementation process in order to ensure a successful process.

Negative Patterns

Persons. The practitioner as *victim* demonstrates the difficulty of dealing with a change process and the practitioners' struggle to implement new policies. The *victim* represents the human factor involved in the implementation process, which Hord (1995) and Sashkin & Egermeier (1992) address. Literature cited in chapter two (Fullan, 1991) reveals the tension, uncertainty and ambivalence which accompany a change process and the findings in this study collaborate these results. For example, the practitioners in psychological service delivery (partly) experience the process of policy implementation as if they are *victims* of a process. The *victim* position may slow down the implementation process or force policy makers to revise (aspects) of the new policies, because the people who have to implement these policies are not happy. The existence of a *victim* in the interview data, is also an indication that the practitioners and policy makers have to talk in order to find a compromise or design policies which practitioners feel capable of implementing. According to Hall & Carter (1995) communication between practitioner and policy maker will ensure the development of trust, which in turn will make the policy-practice continuum shorter and thus the gap between the different parties smaller.

Discourses. The *us-them* discourse which features in the interview texts, is used in different ways to distinguish between members who are considered as part of an 'in' group from those outside the boundaries of that group. One way in which this is done, is to distinguish between regional heads as closer to policy making, on the policy-into-practice continuum, than the school psychologists who have to implement the new policy. The

regional leaders as 'us' represent a point closer to the policy side and the practitioners as 'them' a point closer to the practice side of the continuum. The fact that the actors talk about 'us' and 'them' and draw attention to the differences between the positions on the continuum, reveals a lack of understanding and communication between the actors at the different points on the continuum. This lack of communication and trust will jeopardise the new policies.

Hall & Carter (1995) explain that understanding the position of the other on the continuum ensures that the policy-practice continuum becomes shorter as participants at the different levels of the continuum learn to understand each other. Another way of distinguishing between 'us' and 'them' which features in the data, is a distinction between the school psychologist and the school/lay person who has to accept the new policies. Again the practitioner and school/lay person lies at different points on the continuum.

A then-now discourse operates in the interview texts and reveals that practitioners of psychological service provision to schools are aware of changes due to the new policies. The practitioners and actors caught up in this change process are making comparisons between the ways things used to be, thus 'then' and the way they are now, thus 'now'. As stated earlier, change is recognized to be a process marked by uncertainty, tension and ambivalence, with people struggling to make sense of the change process.

The *then-now discourse* is negative in the sense of referring to the present and thus the new policies as 'bad' and the past as 'good'. This shows that (certain) practitioners are experiencing change as difficult and stressful and remembers the past as 'good' and familiar. Although change is commonly experienced as stressful and tense, the then-now discourse may pose problems for the implementation process, as practitioners are still committed to the old way of working and find it difficult to adapt to new policies.

A *needs discourse* features in the policy documents, defined as a discourse which makes certain issues (new policies) and not others sound urgent and important. The *needs discourse* does not operate in the interview texts, and may be a discourse or strategy used by policy makers to ensure that practitioners understand the urgency of implementing new policies. Literature (Hord, 1995) reveals that a focus on the needs of the practitioner is essential to facilitate change, as knowledge of these needs will ensure that ongoing assistance can be provided. Hord (1995) stresses that the needs of the practitioner changes as s/he becomes more experienced and expert with the new policy vision. Again communication between policy makers and practitioners is needed to provide the policy maker with information concerning the individual needs of practitioners. The use of the *needs discourse* in the latter sense (focusing on the needs of the practitioner) does not come through strongly in the analysis of the data, and makes the gap between policy and practice explicit. The policy makers will have to ensure that they talk to practitioners in order to bridge this gap.

A *discovered-other discourse* operates in two of the policy documents, and was defined as a discourse which takes cognisance of the 'other', i.e. the black child, who was neglected in the old policy framework. This discourse talks about inclusion of all children in psychological services and the practitioner's need to work with children from different racial groups. The existence of an *us-them discourse* which distinguishes white from black, and which operates in the interview texts, reveals that policy and practice do not see eye to eye on all matters. This is again an area where 'talk' between practitioners and policy makers becomes essential in order to bridge this gap in understanding between policy and practice.

Worlds. Although there are positive signs of bridging the gap between policy and practice, the existence of *divided* and *cruel worlds* in the interview texts, show that the gap still exists. The practitioners experience the change and new policy process as if operating in a *divided world*. In this world there is a division between practitioners and policy makers; a division between school psychologists/practitioners and schools/lay people; and finally a division between white and black. These divisions (may) jeopardize a dream of a shared vision and collaborative work, which literature points to as essential elements to facilitate change. In this world a *team worker* who represents the notion of collaborative work and togetherness will not be heard and do not have a warrant for voice. The existence of the *divided world* thus slows the process of implementation.

The *cruel world* reveals the difficulty of a change process and that practitioners are experiencing these changes as cruel. The postulation of Fullan (1991) seems apt here, describing change as 'passing through the zones of uncertainty, the situation of being at

sea, of being lost, of confronting more information than you can handle'. This *cruel world* objects to the existence of any other world by making it impossible for someone like a *team worker* to talk in this world. The *victim* is the only person who has a warrant for voice and who can be heard in this world. The *cruel world* is negative as it does not allow for a link between the policy and practice domains.

An utopia is another negative world for the implementation process as it widens the gap between policy and practice. This world will not allow a *victim* to be heard, but portrays the new policies as ensuring a good life and perfect place. In *an utopia* the complaints of practitioners will not be heard because this world only allows those who see life as perfect to speak. The existence of *an utopia* complicates issues for the implementation process, since complaints from practitioners will not be heard and the needs of the practitioner will therefore not be attended to.

In conclusion, it is well worth noting that whenever positions (persons, discourses, worlds) exist which militate against communication across the policy-practice divide, that a negative link is created. On the otherhand, these persons, discourses and worlds which facilitate communication between policy makers and practitioners in turn create a positive link between these two worlds.

CHAPTER 6:

CONCLUSION

INTRODUCTION

The focus of this study is to explore and discuss the interface between policy and practice. The study specifically examines the interface between new policy development and the practice and implementation of these.

South Africa has seen deliberate transformation in the political arena which has resulted in change at various levels, including the field of education. In this regard, the creation of one National Education Department, which merged all the former racially segregated departments, has experienced dramatic shifts. For example, Education Support Services and specifically psychological services to schools as part of this service, did not escape transformation. Primary in this regard are structural changes such as: all school psychologists now work from school clinics and the seventeen school clinics under the WCED serve all school going children, irrespective of race, language and culture. For townships such as Khayalitsha, Guguletu and others, this entail exposure to a service from which they have previously been excluded. For the school psychologist and practitioners in psychological services this change process includes having to implement new policies. These shifts alone warrant a study such as the present one.

The data produced through the discourse analysis reveal certain patterns that make the change and implementation processes either possible and positive or impossible and difficult. The main findings will be discussed below.

POSITIVE PATTERNS

The person-position of *team worker* is positive and will ensure that the change process is successful. The fact that this person-position is constituted in both the interview data and the policy documents is a bonus to the policy makers as it reveals a common understanding between the different actors, i.e. policy makers and practitioners.

The *democratic discourse* is a positive pattern for the change and implementation processes, which features in both policy and practice data. It is an important theme in the political and historical context within which the new service has to be delivered and the practitioners seem to realize this.

The existence of a *new world* makes the change process productive and positive, since this world allows for people who are ready for change and who show a willingness to work in a new context. This world exists in both the policy documents and interview data and reveals that practitioners and policy makers do, at times, see eye to eye.

NEGATIVE PATTERNS

The *victim* person-position may jeopardize the implementation process and is an example of a role which makes the change process difficult and unproductive. It is thus essential for policy makers in the WCED and the psychologists who work in the field to talk to each other in an attempt to formulate support structures for those who have to implement the new policies.

The use of an *us-them* discourse is another reason for concern regarding the interface between policy and practice because this implies that the relationship between departmental officials (those closer to the policy making domain) and the practitioners, on the other extreme, is not a collaborative one. Thus there is a need to create a shared vision which is essential for the implementation process and to build trust between the actors in the two domains.

The *cruel world* qualifies as a negative pattern and may jeopardize the implementation of new policies. The practitioners in this world are struggling to adapt to change and experience change as unfair. They may therefore find the implementation of new policies too challenging. Policy makers have to take cognisance of this world as a threat to the implementation process. Support is needed to alleviate the tension in this world.

By way of concluding this study, the following will be discussed: (a) shortcomings, and (b) suggestions for further research.

a. Shortcomings

The subjects of this study are all from urban regions, no data were collected from rural clinics. The issues which make up the interface, as it is experienced by practitioners working in rural areas may, therefore, be different from those issues which emerged in this study.

b. Further research

An area of research that is needed in the field of ESS, is the monitoring of services, i.e. an evaluative study after the new policies have been fully implemented.

In conclusion, the divide between policy and practice creates a tension which has both positive and negative features which policy makers and practitioners have to take cognisance of in order to facilitate the implementation of new policies:

- (i) On the one hand the tension between policy and practice is positive when policy makers and practitioners have differences but can talk in mutual trust.
- (ii) On the otherhand, this tension between policy and practice will produce a breakdown of the system in cases where opposite poles on the policy-practice continuum do not share a vision or talk to each other.

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INTERVIEW 1

So what we're doing...mmm...ya....let's first of all, let's take it from...from point a, as I told you just now that the emphasis has shifted from the individual to the school, from the curative to the preventative, from... uhm.. the individual approach also to a team approach, we're talking about multi-disciplinary teams, uhm... from a psychometric approach to an intervention approach, a consultative, preventative approach....yea, it's, we're talking about empowerment, there are so many new things, it's intersectoral collaboration, this document points out, you see that's the one there, the entire...the entire education support service have undergone...undergone major restructuring as far as that's concerned..... whereas in the past the psychologist used to go to a school and more or less work with an individual....uhm..... in isolation, that has changed completely.... the basic idea is that the psychology...psychologist would go to a school not as a psychological...as psychologist, but as part of a team, the multi-disciplinary team, and this team in turn will focus on preventative strategies inside schools, the preventative strategies that they will try and introduce to the school will be based on a situational analysis and the needs of a particular school.

Which they will do?..

No, which is initiated by any of the team members, yes, but which is based on the actual needs in a particular school and also resources available around that school...which...which points out the fact that...uhm.. the needs and the situation might differ from school to school, therefore different approaches might be adopted as you move from one school to another school, from one region to another region, from one area to another area, from one community to another community, so what we're saying it's a totally flexible, adaptive approach. Okay?

I was thinking, in the Bellville region where you work, How far is this process we are talking about?

Let's put it this way, we talk about.. we talked about phases..uhm..phases ofThe first phase was when.....uhm..... the psychologists were trained, that took place last year I think it was October, (are we talking about in-service- training?).....That's right.

Then the.... first of all the psychologists were trained.....the basic idea was..... the clinic heads were trained..... the basic idea was the clinic heads then in turn had to go back to their clinics and train their psychologists. Then the psychologists had to go back to the schools and promote these ideas within the school context: a. they had..uhm.. to liaise

4. All names in the Appendices (A-C) are replaced by V, W, X, Y & Z.

with remedial teachers and liaise with the medical officers, and liaise with the social workers and somehow ...uhm...combine the efforts of the group and adopt a team approach and decide who is gonna play what kind of role, when and how each particular..uhm... discipline will indeed facilitate the functions of the other without interfering with the functions of the other.

Like saying how the team would work, how they will operate?

Now we are presently, I would say ..we are at that stage....we have done most of the areas, but you must bear in mind that some of the clinics have only just been established.....Malmesbury clinic has only just started....has started in fact the beginning of this term , the head of the clinic was appointed... there are even no furniture available in that clinic at this present moment, there's just carpet there.....

Does that clinic form part of Bellville region?

That's part of the region, Bellville region stretches all the way from Hangklip in the South to Bitterfontein in the North.

Do you have something like a map which outlines Bellville region?

Not here, but we have one available, Bellville area has 8 clinics,.. Bellville, Parow, Kuilsriver, Somerset West, Stellenbosch, Paarl, Malmesbury and Vredenburg. Each of these clinics have a head of the clinic, each clinic in the end, and when I say in the end, we're talking about maybe in a couple of months each clinic will consist of a head, plus psychologists, plus remedial teachers, plus social workers, speech therapists and a medical team. A medical team that consists of a medical doctor plus one or two nurses. but that's for the near future. Now you must remember, as I'm saying earlier , we're in a transitional process at this stage. Some clinics have only just been established. So when I say I'm talking in general terms, most of the clinics which have been established prior to this...uhm....process, or this reshaping or restructuring of the psychological services, had done their homework since June, August, September last year when they've started doing situational analysis and needs assessments, so they've send out questionnaires to the schools and based on these questionnaires they've done their homework and they've compiled a statistical paper pointing out the needs of that particular area as well as the needs of their particular schools, so they are at the stage now where they are negotiating with their different school principals and principal forums regarding programmes that they, the principals indicated to be implemented in those areas, for example at the moment there are programmes dealing with school readiness in the Wemershoek area, there's a program in another.. I think it's Kleinvlei area regarding the training of parents to be better parents. Uhm...there are programmes.... at various schools, in Paarl at a...a.. girl's...girl's high school in Paarl, they're running a programme empowering pupils.

And this is done by the psychologist? Or the psychologist is part of this?

3

The psychologists are mostly part of... you see it's not done by the psychologist, as I told you a little bit earlier, the psychologist...uhm ...is the coordinator ...of this team ya... the multi-disciplinary team... so he acts as coordinator and facilitator but and...and... but he doesn't run most of the activities.....he facilitates and co-ordinates programmes and he makes his contribution as a psychologist, just as the medical personnel make their contribution and the social workers play their role.

So it sounds like they are already working in the preventative and curative model. They're doing a lot of what we have just discussed.... the change...?

But you must remember one thing, as we've said earlier... we are in a transitional stage now and the transition that has to take place...uhm... means we...whereas in the past each discipline used to work within their little compartments, they are going to be working together now. Now when we worked in different compartments, there was this almost cross-contamination which could take place, the boundaries were always... there weren't fixed boundaries which said the nurse stops here and the psychologist starts there, and he stops there and the remedial teacher starts there. And then the social worker. The psychologist and the social worker and the remedial teacher and the nurse all used to work on the emotional difficulty... when the need arose.

They are now working on all the facets of the child with each person doing his bit...?

So it's still the same thing and....and..... it's very difficult for instance to....to... to get cut off points and to say this is where your area stops and that person starts.....so we've come to the agreement, that in the short term nobody would be too oversensitive if somebody else oversteps in their particular area. Because I think that maybe in 6 to 10 months time we'll get to the stage where we will know... the psychologist will know this should be referred to the social worker and she should in turn know this this is a case purely for the psychologist... purely a medical process...but we still have to define those roles and get clarity on it.

It sound fascinating and it also sound like the process is a lot further than I thought. I was reading through the documents so I have more or less an idea, but had no idea that the process was this far?

Let's put it this way...in some areas things had been established.... they had been established prior to this whole initiative.... there were Teacher's teams operating, The peda teams in the house ofuh uhm.....yes, DET schoolsthe department of Education and Training schools... you had the didaktiese hulp spanne in the ex-house of Assembly schools. So all these...all these different teams...uhm.. teams used to play a role...a part beforein facilitating, in developing the pupils. The other difference now is the fact that...uhm.. we're trying to co-ordinate it with the multi-disciplinary team on our

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side, giving us as much assistance as possible to these teams, so that they can in turn render assistance to the pupils and to other teachers in the schools.

Are there anything...any documentation, not just policy proposals but any documentation to the team in specifying what they should be doing ... a guideline that they follow?

Uhm..... Yes, and no... There is this document onlet's just see...there's this one here..... Intersectoral collaboration..... You see all these documents point.....let me just see if I can find that particular...."The Multi-disciplinary team intervention"....I've got it here somewhere..... This is the phase one and phase two paradigm shift, it will give anthose are your needs assessment and analysis..... they've been doing all those sorts of things..... These are available on paper..... the different forms, the different contribution.....

So you're sayingI've been looking at the documents, that kind of guided the psychologists when we had the different departments.....But they're not working with those at all?

That's right..... You see,policy.....policy.....as put out by a colleague of mineinitially or in the past, historicallypolicy was a top-down.....er... decision-making process. Decisions were taken and that became policy and policy then was implemented. The emphasis has shifted now, policy is based.....is going to be based on the needs of psychological services and their multi-disciplinary approach. That's gonna design new policy so I think we will have input going to head office, to regional office from the field and based on the input gained by questionnaires, or whatever means of information gathering you will have there, based on that input policy will eventually be developed.

So getting it from the ground, based on the needs.....?

From the ground, based on the needs, we will have policy.....you have to have policy at some stage.....you have to have some kind of blueprint at some stage although I foresee that in the future it will be much more flexible, and much more.....uh.....adaptive to the social needs and social changes in the society.

You have mentioned the in-service-training that they've done, the inset. Will that be part of this process or is it done, will they do something again within the process, or is that done?

No...no..uhm..the first meeting of that was in October last year, subsequently we had meetings on 25th and 26th of July last year that we've attended, but that was more concerned with the new Guidance programme but also along.....along the same sort of guidelines or structures we had a two-day conference nownow I'll just give

you.....to make it easier for you.....to give you an idea of the programme of the two days,I'm gonna give you a copy of that too. It is unfortunately in Afrikaans only....Let me just see if this is the right one.....Ja..... okay.....Ja, so we had a two-day.....and that was to do.... that was to talk about the guidance.....guidance syllabus, but it is still a multi-disciplinary approach.....and it is still involvement of all the role-players, you still needed them all and the wonderful thing is..this.... that what we came up with during the two-day conference was the fact that.....the mere fact that..... in the past you had a syllabus and this syllabus was implemented in schools and you'd ask your guidance teacher or teachers to work through this syllabus to complete the syllabus.....Now we say no, we say no, we say to the schools what can we sell you, right? we don't sell them a syllabus, 'cause the syllabus is a document, but what we sell you.....we sell you drug counselling, we sell you sexual abuse, we sell you assault....uh.....we sell you child abuse...and how to deal with it,.....so that.....that the programmes are really based on the needs of a particular school. Soer.....er.....If we move into an area where.....let's say we move into an area like....Atlantis, and there's a lot of unemployment there.....and because of the unemployment people have to resort to all kinds of ways of supporting their families even drug pending, or marijuana smuggling or burglary and then it becomes a social problem in the area which has to be addressed....and have to be addressed by a psychologist. So therefore the programmes..... in for instance if that's the problem in Atlantis,.....unemployment..... the programme will then focus on the results...on the consequences ofer....long periods of unemployment and order that for the people the social break-up that takes place.

Does the guidance teacher then work with this team?

The guidance teacher then collaborates with the team, yes, He can get the support of the whole team, You see unfortunately we have a situation at this stage in this country where there's a chance that the guidance teachers, many guidance teachers will loose their positions as guidance teachers.....they will be still utilised by the school, but not solely for guidance purposes.

You see it's a wonderful break away from the old system,the old system, the psychologist was also.....was almost pre-programmed, the old system was based on the fact that the psychologist had to work on four levels. He had to work with the remedial teacher, he had to work with the adaptation class teacher, he had to work with the guidance teacher - both the secondary and the primary schools and then he had to work with the pupils. Okay....So and what did he have to do? He had to give guidance to the guidance teacher, and all the other teachers, the adaptation class teachers and the remedial teachers. Then he had to assess pupils. What kind of assessments? He had to do the individual assessments. Firstly, for placement of pupils in training centres, so pupils with severely mental handicap.....handicaps. Secondly, placement of pupils in adaptation classes, mildly to..... fairly severely mental handicapped pupils. Thirdly, placement for pupils in...to remedial programmes and termination of those programmes. He had to assess.....do individual assessment,Right?..... Then he had to do group assessments, both on primary school level and the secondary school level. On the primary

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school level he had to assess the sub A's for school readiness..... then he had to assess the standard fours with group tests,The Sub A's did the Aptitude test for school readiness and the standard fours he tested with.....It used to be the N.B.-group test,.....and then afterwards again the ASAIT. GSAT -.....Scholastic Aptitude Test.....and then he had to move to secondary schools.....and the on theyou must have.....you must have been exposed to that, you had a psychologist there. Then they came to the secondary schools and they assessed the standard seven pupils in the secondary schools, with the ATA- Academic Contec.....Aptitude Test. And if they had time they also assessed the standard nine's with the Senior Academical Aptitude Test.....and also they.....they...they administered the interest questionnaires to the standard sevens and also a couple of scholastic tests. So what I'm saying is that the psychologists had a programme per term and also per year, but when we workedII.... operated in the Athlone area..... and I was.....mm.....I was personally responsible for approximately.....for 32 schools, which means that we could never assess all the sub A's in a particular year, we could never assess all the standard fours in a particular year, we could never assess all the standard sevensin a particular year if we wanted to give a a well-balanced programme to all the schools , so what we did we selected a number of schools per year for group tests and the rest of the time was spend onon individual assessment. But before the individual assessment and the group testing, we also had to dothe inspection of the guidance service..... inspection of the adaptation class teachers, and inspection and evaluation of remedial teachers and write those reports.....So you see, you had a problem, and your ratio.....our ratio in the Athlone area was 1 to 22 000 pupils, one psychologist per 22 000 pupils. And that didn't include your training centres and didn't include reformatories, because they had their own psychologists and the special schools had their own psychologists. So you had.....you had.....you had almost a.....to face , where you had to do certain.....perform certain duties.....to the best of your ability.....makeat the same time there wasn't a chance that you would be reaching all the pupils you had to reach,so then you had to improvise on your programmes..... You had to make sure that certain things had to be doneYour adaptation classes.....pupils had to beuhm.....a certain number of pupils had to be in those classes to keep the teacher productively involved. Your remedial classes exactly the same, you had to have a nice turn over of pupils all the time.....So you started.....you started concentrating on those individual assessments for adaptation classes and remedial classes and then you concentrated on the.... a few tests for the secondary schools.

Did you have in the situation you worked in, is there something, I don't know what you'd call it, say a record book or a something where you documented what you were doing?What do they call that?

We had to...First of all,....let's put it this way....first of all, you had to plan everything you did three months in advance, so each term was planned the term before.....Date by date, school's names,....what you gonna do there.....travel distances and... uhm....that was planned three months in advance. And then you had to report back and also you had a weekly diary.....so apart from.....from planning one term ahead, you also planned one

week ahead based on your....your initial term plan, you did your weekly planning. And then you had to report back....on a weekly basis.....and on a monthly basis and on a yearly basis. You reported back statistical....statistics. So there was double checked in order to see how many of these tests you administered....how many individual tests, group test, how many inspections, how many teacher guidance you had.....to how many teachers....how many evaluations have you performed in the class.....er.....and how did....how many time spend on report..... how many workshops you've conducted.

I would like to see something like that. Do you think I can look at one of those?

Yes,...what I can helpshow you,....I'll give you a complete one...I'll give you a complete report, and you can read it at....I'll give you a yearly report of four psychologists....which gives you a complete breakdown of the statisticals ...it gives you, number of tests...all the types of tests they've administered in a year's time.

I want to look at all the tests and all the activities they've engaged in!

Unfortunately, you see....uhm.....we didn't report back on most of the activities. To give you an idea, in 19...1990..1992..1993..we....we had workshops for all the teachers in the Athlone area....Uhm..so we invited one school principal plus two teacher per school, and there were about 120 schools in the Athlone area, so we ran workshops for 360teachers, and that was 1993. And we had these workshops running onuhm...family guidance which included.....uhm.....sex guidance..... approximately from February to October , we had four-day workshops per group. We included all the psychologists in the Athlone, all the special schools, all the reformatories, they were all included. And the year afterwards, I think it was 1994, we planned a follow-up and....because we promised them, in fact I planned the follow-up but there was a moratorium placed on the functions of the psychologist, so we were out of the schools for approximately 6 months. Definitely for 3 months, but approximately 6 months there was a cut-down in services, there was very little services in the schools because there was.....was it '92?No, I think it was '93....I'll give you the dates....I'll get the dates for you if you want them, I've got them somewhere....Uhm....It was,....I think it was '92,....'93...Yeah, it must have been '92- '93. And we also ran programmes onuhm.....we ran programmes on death counselling...Uhmbut this was a major one, this one on family guidancebecause.....er.....we've conducted virtually for a full-year programmes, programmes, programmes, workshops, workshops. If you want me to, I can give you....I can let you have a copy of the contents with those groups...the programmes we had, I've got them somewhere,....I'm sure there's a file somewhere....I normally keep these things in files.

What do the school psychologists call this.....book, a yearplan , where they..... have all the tests and activities that they were busy with?

A yearly report, yes, an annual report,.... nowadays we have to submit a quarterly report, but that was the annual report.

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The psychologists working within the multi-disciplinary teams now, do they submit a quarterly report?

A quarterly report, yes.

And this is where they write up,...this percentage of time was spend on say group assessment and this?

That's right!..... They don't give you a percentage of time spend on this and that, they just give you a flat figures.....like so many of this and that, so many interviews, so many group discussions,...uhm... so many multi-disciplinary meetings and this and that.....And these of course....I'm sure you can imagine is quite a problem in the rural areas, for instance where... like Vredenberg... Vredendal the psychologist has to travel,... at least, I think,uhm.... the school that's furthest away from his home is 220 km....Now for the multi-disciplinary team to get to these schools and for all their health members to get to this school at once is quite a problem. So.....now, I think in an.....in an area like that, one have to accept the fact that most of the time you probably have more than two role-players together at the school at the most. And it's....it's going to take a while before we can co-ordinate this services, because also the doctors that operate in that area, operate I think from Paarl.

Mr. V did mention to me,He said that there were 17 clinics within the WCED and then he also said that how many psychologists were working within a particular circuit and he did mention, that I think it was Vredendal, the person lives in a different place and I think also he said.....in Caledon, the person working in that area lives in Caledon because of distances.

That's right....That's right, yes.....yeah,...yeah, you see the unfortunate thing is because when this services came together.... people were already residing in certain areas. And the circuits were allocated to them, they.....those people had to handle those circuits,so we still have a practical problem there, in as far as some people service areas and they don't live in those areas. But it's only because of practical reasons.....because they were part of another system, and they used to service those areas under the Apartheidunder the previous system.....the house of Assembly, the house of Delegates, the house of Reps, whatever.... you see?.....So.....But difficult a phase to change.....I think in the near future.....uhm.....they will have all the role-players in their positions, presently we have guyes traveling.... for.....for instance.....now, we have new appointees, a guy traveling fromfrom Stellenbosch for instance to Malmesbury. We have guys traveling from,....now that's one..... and the one travels from Tulbach to Malmesbury and backBut it's only for the present.....see it's because we're in this transitional phase and very soon I think.....uhm....things....all things will be in their right positions and it will be so much easier to operate.

...The content of what practitioners actually do from day-to-day...We've done that one.....

A lot of that is here, of what you said, you'll be able to give me.....like I'm interested in what the psychologist do.....I called it their record books because I didn't know what they call it, but this is what you said....a quarterly report. I'd be interested in looking at the yearly report.....and what they did before

What they did before, remember that....because the new report is based on the new service.....

It would be nice to compare themto see what it looked like in the old ...departments, and the quarterly reports ...

Yes,...no...I'll tell you,.....uhm.....now let me just see....uhm.....what we've got here ...See that, for instance....that is one....that was send to me from a ward...which I've requested recently. This gives you an indication what one person in that area did , you see.

Malmesbury, hey?

That's right....Schoenspruit, yes.....you see? He did so manyuhm...intermediate ASSAT's, and senior ASSAT's and SSAIS's and JSAIS's and OSAIS's and.... and graded.....

Was this within the newreport?

This was the first six months,.....that's one personsee,....Now Malmesbury has two psychologists...but at this point the two has just been appointed....So this person operated in Malmesbury like a....he had a one man show there for the past six monthshe was prins and king and.....

He's surname is W, yes.....

He was both at the same time, ya....yes,

My second (question) one was really contact with these people.....I didn't know that you would have this information. I understood from Mr. V that you're in charge of the psychologists' work.....So also why I came was to get permission and also if you could supply me with the names of the people that I could contact to get informationlook at their quarterly reports and also hear from them what they do.....

You see, you can get all that information from me because they have to submit those reports to me.

So...erthat's not going to be a problem,....uhm..... the only thing I will have to do....I will have to remove their names from the reports, so I'll just tipex their names out and I

can give you a report and you can see what's actually happening there, otherwise I ...because I think the information is still.....uhm.... privileged information...and ...it's.....now you're going throughmaybeI don't know....have you ...have you written a.....request to Mr. X for instance..... requesting him...er....I think what you must do before you do anythingwrite to him a letter and write it to Robbie Francis, the director of Psychological Services in the WCED and submit this....and ask him if.....ask him what you have just asked me..... if.....uhm....because they have to give you permission and then once you have that letter, then we can give you any kind of information you like. Until such timeyou see, they might decideer....because of various different reasons that it's not a good time to.....to.....er....to make information available at this stage.

I thought the person to contact.....that is why my supervisor, actually phoned Mr V and I thought that if he givesbecause he phoned me back afterwards, to give me your name and names of others.....and he still has to give me someone in the Worcester region. So I thought I have the permission and only has to contact you and ask.....

I think it would be wise of you to get that in writing.....I'll tell you why, I saw a lady earlier in this year and she's gone back to....to Holland. She's also....she's busy doing her P.hD and she needed some information...and she....she produced this letter, which she got signed by....I think....I'm not sure....I think Y can give you that kind of information.....a.....he's in that position. I don't wanna see, ...what's going to happen, or what might happen.....one must just forestall this...what might happen is..... you may be half way through your thing and now I say look, I'm not allowed to give you anymore information and then for you to.....to find permission then...because then people are up in arms against this....The reason for this being the fact that so many people are doing research on so many things and.....uhm As far as I'm concerned it's not classified information.....it could be readily made available to anyone, but....uhm.... some people are just very sensitive.....

I could easily get a letter from the University

That's rightYou can.....you can.... state that for instance you've spoken with me, you had an interview with me and that.....uhm....it was just suggested that.....you get permission for this for information purposes.....not a problem....I don't think anybody out there....anyhow ... will be reluctant to....to supply you with information....it's just to protectuhm.....to protect the system, they might have certain reservations....for instance, that they.....they might say.....to youyou may not use names of people, or names of schools or names of clinics or names of regions.....you may not compare one region to another,.....they may have certain stipulations in there.....you may not compare one region to another, you may not compare one clinic to another,.....that sort of thing. I'm quite sure that they will have certain conditions as to they way the information is been used.

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Yes, so far it's been going fantastic with the research, all the people I've phoned are quite eager to help and

You see because we've all been through that, we've all been through that process, the one you're going through.....so we know what you are up against, and how difficult it issometimes.....and how difficult people can make it for youso ya.....and then someday when our kids are doing their masters they can come to you

I've done that.....and I've asked you this....and I wanted to ask what the psychologists are busy doing, but I think you've answered that....and in terms of the evaluation....I wanted to know who evaluates them, how that is done, but I think if it comes to youthen.....

Let's just.....let's just spend a few minutes on evaluation. At this present stage the evaluation of personnel is very much in.....er.....also in a transitional phase and new measures, new instruments are being designed to evaluate people....psychologists and also remedial teachers, because the existing instruments were based on the administrative staffSo.....we're talking now total new instruments for evaluationuhm.... that is evaluation of the personnel , secondly evaluation is expected tothe psychologist in the field to on a continuous basis to evaluate what they are doing..... and submit reports on thatand the reason why I ask this, is simply because even a project that has failed dismally is important to the other guys out there, because let's say for instance I run a project at.....er.....at Wemmershoek..... dealing with drug abuse and next term there was an increase of drug abuse in the school, which means my project was not very effectivewonderfulbecause at least now I can say what went wrong with my programme and what pre-cautionary steps the next psychologist should take when they run a programme with the kids, so what I'm saying there's even growth in failure, that's why we like that evaluative component to be build in all kinds of programmes and when we do theuhm...at the end of the year or the end of a quarter, when we get a quarterly report.....and I think there the quarterly report is even more important than the annual report for the simple reasonend of March, you get a quarterly report, you findOh!.....in this particular region the guys havethere's been a shift awaya shift emphasis away from this aspect to that.....most of the guys are just concentrating onlet's say.....er....academic then you still have 9 months to remedy that.....you see?.....instead of getting to the end of the year, getting the annual report and then suddenly realisingOh!, my goodness.....this particular area's people has only been concentrating on guidance for this entire year and they've done nothing....or virtually nothing for the primary schools.

So you would be in a position to see things like that and discuss with the

And to spot yes,....and to go back.....immediately...and to.....er.....and to introduce....remedial steps....very much.....er....I must also point out to you.....thatuhm.....we are very much in the stage where we consultwe don't tell....we don't give fault....we consult ...we negotiate,....and.....we liaise ...with all matters, not from

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bottoms to tops.....there's no such thing asuhmthe person in charge of the region....I'm in charge of this particular region at this stage.....there's no such thing as.....as me deciding we're gonna do this and implement it.....no....that's not the case....we discuss, we decide we're gone do thisit's not a case of one person making the decisions.

Yes, I was interested in how the Bellville regionwhat it looks likehow many circuits....if you have an outline or a map I can.....

That's the one you're talking about herethe organogram ...that's the one,...uhm....I think it's the one hereA kind of document.....let's just see....Here you are....that's the onethat's right.....that is Bellville.

So this is the clinics?

Ja, it's eight clinics.

And it's one clinic in each circuit?

You see, that's the problem ! no, it's not one clinic per circuit ...you see, then you must....you must rather say what,.... how do you define a circuit because there are circuits. where area managers operateso the old fashioned inspectorthey are called area managers these days, you see.....you don't get an inspector anymore,...you get an area manager and then you get a circuit manager....rightnowthe area manager or theyou also get....jakring....circuit manageryour circuit manager operates in a circuit and that circuit.....uhm..... is based on a rainbow effect of all the....the different ex-department schools included in that area and is also attached to a certain geographical area. Okay,....we operate not according to their circuits but according to our own circuits....our circuits are based onon first of all allocating more or less the same proportion to each psychologist, so you want each psychologist more or less to be addressing the same number of pupils, more or less the same number of schools and I say more or less because it is not always possible,more or less a rainbow effect , more or less the same number of remedialclasses and the same number of adaptation classes and more or less the same number of secondary schools.

I like the word you were using.....a rainbow effect.

Ja,....so you want that.....you see, but it's difficult because let's take for instance the person who operates in an area like Khayalitsha or Mitchell's Plain for that matter..... Mitchell's Plain mostly consists of ex-house of Reps schools. There aren't any black school's in Mitchell's Plain, and there aren't any so called white schools in Mitchell's Plain. So the guys out there have a bit of a problem, but for all the other areas we've tried to as far as possible, give them aa distribution of pupils where they are exposed to all the different ex-departments' pupils.

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So you're saying the Bellville region is divided into circuits- do you have numbers,like how many circuits are there in the Bellville region?

There are as many circuits as there are psychologistsSo if you want to know how many circuits there are all you have to do is add all the post-level five.....that's one person there plus four,.....do you see? So Bellville School clinic will have one plus four, this one will have five circuits, that one's one plus five,.....this one's gonna have six circuits and that one's gonna have....you see....so if you look at the bottom here, eight post level five.....ne'.....and four post level.....er.....26 post level fours.....so there are 34 circuits in the Bellville area.....Bellville region.

So it's 34?

34 circuits or psychologists

No, there are 34, it's 26 there plus the 8 there8 post level 5.....you see all the heads are post level five and all the school psychologists are post level fourbut now I must also.....at the same time I must rectify myself this now, because all the people....you see things are changing so fast, you can't keep paste....when this document wasthis is a '96 document,....when this document was drawn up we still had post level 5 heads of clinics and post level 4 people out therenow at this stage everybody.....on post level 5 and 6 are post level 4you've got it?.....people on post level 3 and 4 are post level 3 , so....I can give you a break-down of that.....let me write it down for you.....because the post levels have changedyou're gonna find....you're gonna run up to something.....and then you're gonna think oh! my goodness they didn't provide....there's notno people in power here....let me write this down for you.....so you can remember it.

These are the post-levelsone, two, three, four, five, six , seven and eight , right....one and two are still one and two, three and four are now three, five and six are four, this one is five and that one is six and this one is your directorand that one will be your teacher,.....right....and this one will be youryour psychologist ...and yourya, psychologist and then these will be your heads of clinicsclinics and region officeoffice staff and including head office. ...all those are here ...and this one is only at head office and this one is only at head office. So now, when you see some.....when you read a document and it says that this guy is post level four.....at the back of your mind you must now remember....look at his position.....if he's head of clinic, he used to be post-level five.....if he is regional person, like I am now.....I am ...up to a month now I was post-level six(now you're four?).....I was right up here, can you see....I was right up there and now I'm post-level four....you see?

And the post-levels are determined.....what are the requirements?

Uhm.....requirements in terms of qualifications?

Is that how it's determined?

No, qualifications and experience.....ja....you see?...this is what they've done, ...they've restructured the entire government sector.....so you only hadI think...er.....eight.....eight post-level fours , so your executive, X is post level eight, your chief directors is seven.....your directors are six.....and that's the way it came down because they found that in the old system we had a pyramid....which was too sharply tipped....so very few people were at the very top, getting excellent salaries....so what they've done.....you see.....they've broadened itthe bottom rank...so there's more chance for people to take more money in the lower ranks.

Are all school psychologists working on level.....three and do their qualifications....could your qualifications get you onto a level four?.....

No, your qualification.....it's a minimum qualificationthat's also...also in line with the present state....as far as appointees are concernedthere are minimum qualifications ...if you.....any person who has a minimum qualification qualifies for the job. So let's say for instance you advertise a post for a teacher and you need a person with a diploma and a guy applies who has three diplomas plus three degrees, he won't get paid for it. Compared to the person with the single diploma, you're not allowed to take the extra qualifications into accountbecause the minimum qualificationif they qualify they both qualifythen you look at the.....afterwards and if you decide to take the other person you don't take him because he has all those qualifications, yesif he has applicable qualifications that makes him more suitable for this job then okay.....then he would be the person to consider.....

In the past we had a system whereby you took the guy for his qualifications, now we're talking about minimum qualifications. So for a psychologist your only qualifications is to be registered as a psychometristthat's your minimum...for head of the clinic your minimum qualifications is to be registered as a psychologist and for my job, I don't even see why I need any psychological qualificationbut then if we want to apply the hands on approachthen of causeI will.....and if I have to do in-service-training with my colleagues and.....and then of cause I need to be a psychologist.

And all the heads of clinics are psychologists,are they?

They are supposed.....if they are not registered as psychologists then they are still busy registeringthey're in the process ofthey also take that into consideration.

There's a lotyou see.....you've questioned me on all kinds of things ...there are so many things.....er.....that oneat this stage.....one should elaborate onWe have to go back now

Yes,.....you've said a lot of things now that I haven't even considered.....I had things that I thought were important...that I need to ask , but I've heard so many

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things which I haven't thought ofSo I need to go back and listen to this and think about what I need to clarify with you

I thinkwhen you go backyou must go and sit now and draw up another list of questions and write 20 questions or 30 questions, even 40 questions and then we will take them one at a time and go through themthat's the best way to do it now, because you have a lot of information and I'm going to supply you with some more in the files.

INTERVIEW 2

You wanted to look at the reports.....I'll take them out and you can look at them.....this one is done on a weekly basis: "Weekly report for school psychological service".
they also complete a "maandlikse verslag".....this one and a planning for the quarter
Currently school psychologists are busy with a lot of assessmentsor I hope they are busythe adaptation classes need pupilsthis is the classes in the ex-house of Reps schoolswhat the CED-schools have is specialized classesI foresee that these adaptation classes will change in the near futurewe need pupils in these classes otherwise the posts cannot be keptIf we lose these posts it will cause problemsso a lot of the assessments in schools are for these classes.

The assessments done now are different from what we used to do.....when I did assessments in schools (CED-schools)I would spend at least two hours with the childI always took a complete case historydid the testing ...and I would spend at least an hour with the parents for feedback and to discuss the childthe assessments now are very supervisory and not intensivevery quickthey still do consultation work with the teachers.....

On this form do you see.....number and type of tests done.....individual and group tests ...they also have to complete this section.....consultations with teachers, principals, parents.....interviews with pupils.....on this monthly reports they do not specify the activities but just write the dates and shortly what they've done.....this is more for traveling purposes.....

You said that these reports are not useful as true reflections of what they've done...?

Yes,.....these reports are still part of the old system....we are supposed to work in a new system now.....these reports are inadequate for thatthat's why (?) asked you the other day that it would be of benefit to them if you could design some form or way of recording their work.....you see, school psychologists with others in the multi-disciplinary teams have to promote the "health promoting schools approach", they have to be involved in testing , consultation, but also to establish TST (teacher support teams) at schools.....sell the new guidance programme, assist guidance teachers....and establish the working of these multi-disciplinary teams.....now lets firstly talk about the TST's.....I support this idea completely....

Are these teams similar to the DAT's in ex-CED schools?

Yes.....the didactic aid teams have operated very effectively in schools....only with the TST the focus is a bit different ...the teams have to more work with the teacher.....support the teacher and consult with the teacher.....we have a lot of problems with this, especially with ex-house of Reps schools.....my people (school psychologists) would phone the school and the teachers are against this.....the principal would say that they are not interested in DAT's.....

What do you think the problem is.....?

I'm not sure the teachers know what these teams do....some principals said they don't want more subjects.....I think it's because people are not sure what the teams are all aboutalso we found that teachers don't want to stay after school.....I understand that this is difficult and has proposed that the teachers on the team shouldn't do any extra-mural activities.....but then a lot don't even do extra-mural sports in any case.....The DAT's has always operated after school in the CED-schools..... Now the psychologists have to phone the schools....build a relationship with the school.....visit the school a number of times before they can establish these teams.....they can't just walk into the schools and say this is what they want.....we get these instructions from above and it has to be done....I'm not against the new ideas and agree with all the changes but my region has experienced a number of changes and shifts in staff and people need more time for this.....there is no way they can record all the phone calls and visits.....so what you see here is just a part of what they've done in the last months.

Can you tell me about the new guidance programme.....are psychologists busy with this.....

I'll give you a copy of the programme.....We have to sell this new programme to the schools.....now firstly the schools can decide how they will deal with the subject.....it is not a specialised post anymore....the school can either use two people to teach guidance or divide the subject among the entire staff.....the programme has a number of topics, like drug abuse, sexuality, etc.....each topic can be used to design a number of lessons around this.....if the school is in need of a particular topic it can be taught in different lessons and ways over an entire semester.....now, I understand that we can't just hand this guideline with topics to the school because the guidance teachers will not know how to teach it.....guidance will become a free period or people will teach for 10 min, etc....I have suggested that we help these people in the schools,.....but I am entirely against the time-frames the department setswe have to design lessons, activities and get material for all these lessons and provide this for the schools.....and they want all this for the end of September.....I understand that the job of the psychologist has changed....this is part of health promoting schools....and we have to promote this in schools.....but if I have a meeting like the one you attended the other day, to discuss the guidance programme,.....I can't have a meeting and not discuss peoples' problems.....the shifts in the clinicshow they manage without staff.....etc.....I have to leave time for the bread and butter issues.

Do school psychologists work with the guidance teachers on this.....?

The psychologists have to workshop and sell this new programme to the schools.....now the department will not allow us to close schools earlier to work with staffs.....and people don't want to stay after school.....it's frustrating for the psychologists.....I have to understand what they have to endure.....I can't for instance expect (.....) school clinic to work on the guidance programme now.....she will ask me "but (...), when"she works with two vacant posts.....so they have to divide the work.....and she doesn't have a secretary.....I have to understand.....

Do you also use the quarterly reports in your regions.....I got the impression people didn't know what I was talking about.....?

The quarterly reports are supposed to be a planning for the quarter.....yes we all use the same reports in the regions.....these reports are really a waste of time.....in the past it was quite possible to say what schools you would visit, how long you would work with a school and tests you would do.....now the psychologist has to sell the guidance programme, work with the staff to promote this...have workshops.....establish teams at the schoolwork with the multi-disciplinary team....it is impossible to know what you will be doing next month.....with people moving out and new people coming into a clinic.....we have to train new people.....you can't plan that far ahead.....I realize people have to literally suck these things out of their thumbs for the report....I can't even say what I would be doing for a semester.....

We have to submit a "oorsig van werksaamhede- January- June 1996" - you can look at Worcester's reportI haven't completed mine.....I've been tied up in other things.....this report is really.....I have to get a complete report from each clinicwith their planning for the rest of the year.....what they've done up to now....what changes they had.....(staff changes)...etc....and then do an overall report of the region.....I have reports here from some clinics you can read them....you see how very different they are.....?.....Cape Town region used to have 15 high schools and 26 primary schools, now we have 29 high schools and 53 primary schoolsand school psychologists work with a ratio of 1: 15 000.

You said on the phone that I had to remind you of the fact that your region have more ex-house of reps schools than Worcester and the implications of this.....

No....not more schools.... I have more psychologists from the ex-house of Repls-departmentI can't really talk for Worcester.....you will have to ask (...).in my region I have more school psychologists from the ex-house of Repls department than from the CED department.....the problems with this is: the ex-house of Repls department had school psychologists who worked in circuits and psychologists who worked at the clinics.....now the difference was.....those people working in circuits all worked from their home.....this was not the same for the CED psychologists.....we were all linked to the clinics and had to word from the clinics to the schools.....the psychologists working in circuits, firstly

worked from their homes,.....all had cars.....could use these government cars at home.....to visit schools and do their work..... they had school holidays and 24 days of accumulated leave days.....now those working at the clinics.....didn't have cars.....worked on post level 1.....had normal working hours from 8 to 4.30pm and had 24days leave during school holidays and 26 days of accumulated leave.....now you have to remember that people don't like to take their accumulated leave unless it is really necessary because they can claim the money for the leave days not taken.....for these people the new shift means they earn more money and are on level 4 with all the other school psychologists....I have to listen to all the complaints from the psychologists who used to work in the circuits and had all these perks...it is really difficult for them to adapt...their cars were taken away.....all school psychologists now work from clinics and all have to work a normal work day from 8-4.30pm.....now if you were never used to this it is difficult.....these people normally had only one family car which the wife had.....and suddenly the department takes away the car and people are expected to buy their own cars within a few months.....we have two psychologists like this who live in Durbanville and work at Mitchell's Plain clinic.....they have to travel that distance and lost their cars.....In the CED schools this was never the case....no-one got cars.....I now have to deal with the anger and resentment of people.....all the state cars are taken.....I am also losing my car.....all the clinics now have to get the same number of cars..... Mitchell's Plain clinic had 4 cars and a combi.....our clinics like Newland's clinic doesn't have a car.....so the cars have to be shared now.....in the past all these people used to go home with a carnow if you have only 3 cars with 6 psychologists and you have remedial teachers at he clinicswho gets the car to take home.....we've been informed that the clinic head should work out a strategy to deal with this.....also the clinics used to be closed in school holidays and on Fridays closed early.....now it will be open during holidays and psychologists get 24 days of all school holidays and 26 days of accumulated leave....and on Fridays the clinic also closes at 4.30pm.....this is difficult for people to deal with.....for those who only started working at the clinics...it is easy because this is the first system that they know but if you were used to things like it was in the past it is now difficult to adapt....I understand how people feel.....

Also what has been happening at school clinics... I can take Athlone school clinic where there are six remedial teachers and two psychologists.....each remedial teacher used to have their own car and own office.....the psychologists shared an office....there are three vacant psychology posts which will be filled in Athlone....but the remedial teachers don't want to give up their offices....they have also lost their cars.....so they saytheir cars have been taken away now we want them to give up their offices.....the remedial teachers in the ex-house of Reps department got a special allowance every month.....I have no idea what this was for or how much this was but last month the department simply stopped the money.....no letter, no prior notification.....the people just didn't get this allowancepeople are extremely upset.....I also feel, what employer just cuts the workers' wages without any notice.....?.....then they expect loyalty from their workers.....how can people be loyal if they are treated in this way?.....it's not that the remedial teachers are angry at the psychologists but they feel resentful to be also losing their officers ...they are losing so much.....it is easy for the top structure to say the

multi-disciplinary teams have to work together and drive out in one car.....and the whole team driving together to the same school and doing their work as a team.....that sounds fabulous and maybe in future it can work that way.....but currently people are angry.....resentful...hurt....it is difficult for the teams to operate if people are all concerned about these changes.....people have to deal with what I call bead and butter issues.....how are they going to travel from home.....? I have to deal with these emotions.....people are phoning me at night....I'm not saying it can't work and that we have to throw our hands up in the air and not do anythingI'm just saying things are difficultIt might look different in a few months when things have settled down.....and people would be willing to work together....

What I 'm saying.....we're not at the stage yet where people can start implementing things, where multi-disciplinary teams are going out into the schools doing their job....what the new paradigm calls them to do.....in developing health promoting schools.....we're in the developing stage.....people have to adapt to changes.....the new way of workingthe change process is difficult....these things will be resolved within a few monthsperhaps you should change your study and look at how people experience the Change process and you can come with questionnaires asking them questions about their feelingsonly such a study will not be very relevant...because in a few months we would have resolved these issues and it will not be like this.....

I think you should go to Worcester and I am sure they don't have as many problemsbecause they didn't have all these changes in staff as I had in my region.....?

Yes.....they will have more problems with traveling and distances.....but there every psychologist gets a car.....it is necessary because they have to travel far from place to place as schools have great distances between them.....

INTERVIEW 3**What is the process like in your region?**

S: We have too many changes, I'm sure our region has problems which other regions may not be experiencing, so they may be in a position to support this study,....we are too busy at this stage with the practical issues- bread and butter issues-, problems of being under-staffed, not having secretaries, people moving out and not being sure if these posts will be advertised.....there are very little of the policy proposals in place..... we are struggling to get multi-disciplinary teams off the ground. The problem with policy at this stage is that it's so vague, without clear guidelines, we don't know what to do.....I am leaving at the end of the year or maybe even at the end of October...maybe everyone can just tell you what is happening at their clinics.

S: I work at (...) clinic but will move to (...) clinic when he moves to head office.....we will still be understaffed since (...) is the only one there..... the other psychologist took the package and the posts have not been advertised.....we're not sure if these posts will be filled.....I currently work in the field.

S: I am leaving at the end of this year to start a private practice and act as consultant to the school psychologists suffering from stress....I am head of (...) clinic and we are only two...with 2 vacancies.

What are activities in which school psychologists are involved?

S: There is no uniform way of acting We use diaries in which you record conversations, workshops and interviewing clients,..... but in the end you may write down in the report that you've assessed one child.....you can't write down the times spend on the phone with a client, the traveling.....so the report you submit is never a true reflection of what you have done....I am interested in some way we can record all activities and I see your study as being of benefit to us if you can record what all psychologists do from day to day, this will help us see what each of us is doing, find a way of statistically calculatingwe spend x amount of time on testing , and x amount of time onEach psychologists probably do something else.....

S: I can show you the reports but I'm not sure you'll find what you are looking for because not every psychologist record in the same way....one may have the assessments, while another will say he has done x amount of tests, etc.so these reports are not the same, nor do they really include all in which the psychologist has engaged in.

Would it be better if I spoke to people individually?

S: Maybe, but we don't have statistics of say percentages of what we have done, and it's not always possible to write down all you have been busy with, so I may not have written records of all the activities I've engaged in .

S: I think what we are saying is what Geralda is looking for, to get a sense of where the process is at and the problems we are experiencing...also we are very defensive and that is worth noting too....the defensiveness and reluctance to talk about this...we deal with peripheral issues but policy issues are important and I think this study is just what we need.

S: I don't agree with Z....I don't think we are defensive, there is nothing I can say which will be worth recording.....if she comes back in a few months we may have sorted things out and these issues we are sitting with now will not be issues...I don't think we are dealing with peripheral issues....we are engaging in policy-making, or the implementation of policy.....we are dealing with the difficulty of this

S: I am definitely not being defensive...., I want to say that I am prepared to support this study, and I'm not hiding anything from you....we have practical problems at the moment like I don't have a secretary at the clinic, so I have to do telephone service one day, that is on top of seeing clients....we serve a 60 000 pupil population and I also have to attend up to 6 meeting per month which takes me out of the field,...I have to use one psychologist to do telephone duty one day from 8 to 4 pm, which then takes her out of the field for a day, the next day I use one remedial teacher and so we rotate....but I have to take these people's serve out of the field....I have nothing to hide.

I have explained that this is the kind of information I want , I'm not interested in evaluating the process....that is to come back after 2 years when all policy proposals are in place and then evaluate the process....I'm interested in the issues and difficulties which this region is experiencing currently....

S: If you come back next year we will not be perfect in the sense of having things in place but we would have sorted out some things....currently we can't say anything about say multi-disciplinary teams because those are things we are grappling with at the moment....of how we are going to get it in place....I don't want you to collect data and say this is what (...) region looks like because this will not be true in two months time....by then we would have resolved some of these issues.....so this is just really a bad time to do this study...What I want to know is, when is your deadline?are you looking at where the psychological service is at at the moment and recording the progress after a few months?what we are dealing with now are personal issues.....I don't want to give the impression of being trivial or materialistic.....but the fact that my car is going to be taken away has implications for me....the things we are saying now has nothing to do with policy so it's not really relevant to your study.....

S: I was also a bit disappointed that this is not an evaluative study because it would be nice to see what policy says and where we are at.....

Like I explainedthis is not a study to evaluate the process....I think people would resent that at this stage because it's a process in movement and policy proposals are not in place....

S: Yes, I agree with you....but I could have explained my reasons and I have good explanations of the difficulty we're experiencing...It would have made head office aware of our problems in implementing policy.

I have been in contact with other regions and now you and will interview (...) after this...I haven't been in contact with school psychologists in the fieldI was hoping to get support for this from you.....

S: I think all of us will support you....it is not that we're against this study....How do people feel?

S: I'll support it I think these issues are important and she is getting a sense of the issues we are struggling with...we need policy and we need a study like this tracking the process and people's defensiveness.....

S: I am also not against thisI hope I didn't give you that idea because I spoke a bit loudly

S: I feel the study has to be of benefit to us if we support it.... I think it can be of benefit to us and the department....if you can tract in some way how we spend our time from day to day and come up with some form that we can use to record and statistically calculate how much time we spend on what.....then we are getting something out of this

S: I'm sorry we couldn't be of much help...I understand you want to look at policy.....and this has nothing to do with policy.... You are welcome to contact me and we can make an appointment....I'm willing to show you the reports which I've received this year...I'm not sure they will be of any use to you....but you can look at them....I'm sorry but we will not be able to look at your questions because we have a long agenda which needs to be completed today.....

Can I contact all of you individually and discuss some questions which I have?

S: When you see me I'll give you a list of telephone numbers of all the clinics and then you can talk to them.....