CHAPTER THREE

THE MANAGEMENT OF DEVELOPMENTAL APPRAISAL AND CHANGE AS MANAGERIAL TASKS OF THE PRINCIPAL AND APPRAISAL TEAMS

3.1   INTRODUCTION

This chapter deals with the management of developmental appraisal and the management of change in the new education structure in South African schools, with particular reference to the KwaZulu-Natal province.

The task team report of the Department of Education, South Africa (1996:16) maintains that education management development must be seen as an on-going process in which people learn, and schools adapt and adjust, within the context of commonly-held values and standards of performance. As an integral part of the education system, it is a process that seeks to harmonise current and future goals, of both the education system and of individuals in the education community. The report further argues that in the vast complexities of our education transformation, the scale of our need and the great diversity of training providers, require that we harness all our developmental capacity in practical networks and nodes of co-operation, if at all management development is to reach every classroom, every educator and every learner.

Supporting the above report, Van der Westhuizen (Ed.) *et al.* (1991:39-39) state that management, in achieving its objectives, lays the emphasis on utilising the necessary people, materials and means as effectively as possible in order to achieve certain aims. In support of Van der Westhuizen, Fourie (1998:18) argues that school management can be described as the strategic organisational and operational planning, organising, leading and controlling of the provision, staffing, evaluation, training, development, compensation and maintenance of human resources and its performance in the schools' educators and parents' objectives. Fourie (1998:17) further critically maintains that the school manager thus has to plan and organise his consultations, advice and training for line management, while leading and controlling the behaviour of those who contribute to the design and implementation.

It is therefore the purpose of education management development to build the capacity of the new system of education, beginning at school level, in order to effect transformation in terms of

improving the quality of teaching and learning. The focus should be on building effective schools, staffed with effective educators with the common purpose of promoting effective learning. Thus, although individual competence is important, such competence needs to be related to the development of effective schools and should be developed in the context of such schools. There should be a close link between individual and organisational developmental needs and, therefore, organisational development needs must be established. It is argued that education management development cannot be equated simply with a focus on school district heads, superintendents of education and principals only. All the relevant stakeholders must be involved.

The second task of this chapter is the management of change in the school as far as the process of new developmental appraisal is concerned. The task team report of the Department of Education (1996:45) maintains that productive educational change at its core is not the capacity to implement the latest policy, but the ability to survive the vicissitudes of planned and unplanned change while growing and developing. Change is the key to creating a different education environment that is more constructive and pleasing. Van der Westhuizen (Ed.) *et al.* (1996:136) and Lemmer and Squelch (1994:136-137) refer to potential areas of change in a school as structural change that refers to changes to policies, rules and procedures, and people-centred change, which focuses on changing people's attitudes, behaviour, performance and ways of acting. The two authors argue that people-centred change has numerous implications for educators who are required to create a classroom culture and learning experiences that are relevant to all learners. The above report is supported by the Department of Education (1996:45), the authors Lemmer and Squelch (1994:136-137) and Van der Westhuizen (Ed.) *et al.* (1991:646-647). Lemmer and Squelch (1994:137) and Morris and Everard (1990:6) concur in that these are two main areas of change. The first is structural change, which refers to changes to policies, rules and procedures in the school. The second change is people-centred change, which focuses on changing peoples' attitudes, behaviour, performance and way of acting. It has numerous implications for educators who are required to create a classroom culture and learning experiences that are relevant to all pupils. The above are fully discussed in this chapter.

There is some correlation in the types of changes mentioned by the above authors. One notices that these changes are in line with the aims and objectives of the present system of our new education system in South African schools. The changes deal with the improvement of the present circumstances in education, fit in with the value system of those involved, provide possibilities for further investigation and experimentation, and could lead to more measurable results. To

mention an example in this case, the results of outcomes-based education will definitely be measured in three to four years time, not at this stage, as this has, to date, not produced any results. In terms of change, the focus of this chapter is on structural change and people-centred change.

As stated in Chapter One of this research, the aim of developmental appraisal is to facilitate the personal and professional development of educators in order to improve the quality of teaching practice and management of education in South African schools. It is to equip people within the South African educational system with an understanding of the development and nature of the new educator developmental appraisal system. It is for use by national, provincial, regional, district, circuit and school level personnel. Furthermore, this research will mainly be used by workshops that are organised specifically for the developmental appraisal process.

Lastly, this research will serve as a guide to provide:

–   an operational understanding of the guiding principles that inform the new developmental appraisal system;
–   a critical understanding of the notion of appraisal and its links with the whole school development and process of educational change;
–   a clear understanding of the composition of educator developmental teams and appraisal panels and the roles of its members;
–   a clear understanding of the procedures and processes the appraisal teams need to follow; and,
–   a thorough understanding of the nature of the appraisal instrument in all of its aspects.

3.2   THE GUIDING PRINCIPLES OF THE DEVELOPMENTAL APPRAISAL SYSTEM

The three basic guiding principles that inform a philosophical understanding of the developmental appraisal system are a developmental orientation, democracy and transparency.

The confidence of appraisees in the new appraisal process is also reinforced by the developmental emphasis in the new appraisal system. The appraisal of educators is in essence a developmental process that depends upon continuous support. It is designed and intended to entrench strength,

develop potential and overcome weaknesses. It is not meant to intimidate and victimise educators. Rather, by being developmental, it is intended to increase capacity, develop potential and overcome weaknesses. Its aim is also to enhance the further professional development of educators and is meant to be supportive of educators' professional growth. Moreover, it is to give educators more confidence in their practices and to recognise their profession. The appraisee in this situation is not merely an object that is being judged - the organisation is a formative one. In other words, it should be concerned with the professional development and personal fulfilment of colleagues, which in turn will lead to an improvement in professional performance.

3.3   THE AIMS AND OBJECTIVES OF THE DEVELOPMENTAL APPRAISAL SYSTEM IN THIS STUDY

This developmental appraisal system aims at:

–   reviewing the improvement of current performance (in the management of appraisal and change);
–   setting performance objectives and the assessment of training and development of more educators participating in the system;
–   making appraisal interview reports available to both parties;
–   increasing the length of the interview, and
–   providing more intensive training for educators in appraisal skills.

3.4   THE DEVELOPMENTAL APPRAISAL SYSTEM IN THE NEW SOUTH AFRICAN EDUCATION DISPENSATION

The transition from apartheid to democracy in South Africa is one that affects all spheres of South African society and it therefore follows that educational changes are motivated primarily by these larger processes of change. It also follows that if the whole of South African society is moving towards democracy, the educational sector cannot be unaffected by it. There is a need to democratise educational processes and practices. This is necessitated by the democratisation of South Africa itself, as enshrined within the new constitution of the Republic of South Africa (1996:1-146). Furthermore, the Draft Policy Framework in Education Management Development has forced this (2000:3-45). The provisions of the Constitution regulate all of South African life.

Education and educators are no, exception. It is thus important to find ways in which education will also uphold the basic human rights of all South Africans in the constitutional efforts.

The developmental appraisal system takes into account the constitutional provisions and ensures that what it allows is consistent with the constitution, as the Department of Education has done. Apart from the legal reason to guarantee this, it is also a way to ensure that the developmental system is in keeping with other processes of democratisation and transformation. The developmental appraisal system attempts to achieve this by engaging processes that are democratic, transparent and non-judgmental.

3.5   THE DEVELOPMENTAL APPRAISAL SYSTEM AND THE WHOLE SCHOOL DEVELOPMENT PROCESS/APPRAISAL

Legislation, such as the Labour Relations Act of 1995, the National Education Policy Act of 1996, the South African Schools Act of 1996 and the Employment of Educators' Act of 1998, all attempt to transform the education sector so that it is in keeping with the provisions of the new constitution of South Africa. They all put into place ways in which democracy, human rights and justice may be upheld in education.

Programmes such as the Culture of Learning, Teaching and Service Campaign, the training of school governing bodies in new forms of democratic school governance, outcomes-based education and Curriculum 2005, are all part of the same initiative. In order to facilitate change in education, one cannot only target one aspect of the institution, but have to work with the institution as a whole. The Department deals with governance levels, management levels, educators, learners, curriculum, pedagogy, school community relations, as well as resources and facilities, in order to enact sustainable and meaningful school change. The whole institution development approach is to ensure that comprehensive changes do occur and that all people and levels within the school are carried together in the process. The developmental appraisal system is part of such a whole institution development approach and should be, or is viewed in relation to other initiatives that are underway in institutions. It is not divorced from these other initiatives but an integral part of them.

The developmental appraisal system is a useful way in which schools and departments of education can determine what the actual needs of educators are. As it is formative and

developmental in nature, it is able to identify where educators need to be given support in order to improve their professional performance. Through this new developmental appraisal system, a school is in a position to determine if support is needed mainly in training educators with regard to Curriculum 2005, or in developing management and administrative skills among them. It is also able to identify such needs and, therefore, institute the relevant interventions that are tied directly to actual educator needs. It can also identify needs of office-based personnel. Interventions in this regard may also be made through the developmental appraisal system. In this way, overall educational improvement and quality may fully move.

The new developmental appraisal system does not exist in a vacuum. It is part of wider changes in South African society as well as processes of educational change that are framed within a whole institutional development approach. It provides a basis for enacting such changes at the level of educators' performances in ways that are in keeping with constitutional provisions and the spirit of democracy in South Africa.

3.6 PROCEDURES IN SETTING UP EDUCATOR DEVELOPMENT TEAMS AND THEIR ROLES

It is important to note that the new developmental appraisal system is one that is democratic, accountable and transparent. As such, it is crucial to ensure that the ways in which the appraisal panels are set up and the ways in which they operate also reflect these principles. In order to facilitate this and to manage the appraisal processes, the establishment of staff development teams is necessary.

3.6.1 The role of the educator development team in this study

The purpose of the educator development team in the developmental appraisal system is to initiate, co-ordinate and monitor the appraisal process in schools and to ensure that training in the developmental appraisal system occurs. It is also incumbent upon the staff development team to facilitate ongoing professional support. In the developmental appraisal system it organises workshops for the entire staff of the institution and other parties. In the case of schools, members from the school governing bodies are also encouraged to attend such workshops.

Chisholm *et al.* (July 1997:1-56) argue that a new developmental appraisal system is for all educators. This includes principals, deputy principals and heads of departments. It is not only directed at post level one educators in the school, but is also, as previously mentioned in this research, applicable to educators outside of schools and in offices.

The system:
–   Prepares and monitors the management plan for developmental appraisal;
–   Identifies educators to be appraised in each phase;
–   Facilitates the establishment of appraisal panels and prepares the schedule of panel members;
–   Links appraisal to the whole institutional development;
–   Liases with the Department for in-service training and educational management development on high frequency needs;
–   Monitors the effectiveness of the appraisal system;
–   Reports to relevant persons, and
–   Ensures that appraisal records are well filed.

(See Chisholm, L. *et al.* (July 1997:1-56), Developmental Appraisal for Education 1997:3).

3.6.2   Procedures for setting up appraisal panels and the roles of members on the panel

Developmental Appraisal for Educators (1997:77-83) maintains that the new educator developmental appraisal system is designed to ensure that there is democratic participation in the appraisal process. The establishment of an appraisal panel achieves this. The appraisal panel is composed of at least four people, drawn from the following: the appraisee, a peer nominated by the appraisee, a union representative, a senior management level person, such as a head of department, a deputy principal or principal, a district/area/regional manager or director; and a person from outside the institution, but a relevant one in this case (for example, if an appraisee has a qualification in mathematics, the one who should form part of the panel should be someone who is mathematics biased).

The panel must be democratic, transparent and collaborative. As the appraisee is part of the appraisal panel, the he or she is in a position to explain his or her performance while other members of the appraisal panel can question and/or add to such explanations in order to arrive at a decision about the appraisee's performance. Thus, the presence of the appraisee on the appraisal

panel allows for the individual involved to contribute democratically to decisions about his or her performance appraisal.

The appraisal panel also allows for transparency. As it is made up of at least four people, decisions about the educator's performance are not made subjectively and are not influenced by the personal likes, dislikes, interests or views of one individual. It is a decision that is made collaboratively by a group of people. This ensures not only fairness in the process, but also allows transparency. All members of the appraisal panel jointly discuss the decisions that are made and the views that are articulated have to be justified, explained and motivated. Such views are debated within the appraisal panel until a shared understanding on the matter is reached. Thus, transparency and accountability of the appraisal reports are ensured in the nature of the appraisal panel itself. This democratic working of the appraisal panel will also contribute substantively to getting rid of the corruption, favouritism and secrecy that tended to surround educators' performance appraisal in the past.

The role played by the appraisal panel members is essential. They should be available for panel meetings and failure to attend two consecutive appraisal panel meetings disqualifies the person from further participation in the appraisal panel. This is important as there must be consistency in the appraisal panel and panel members need to commit themselves to being at the appraisal panel meetings (see paragraph 3.6.2 above).

The panel should elect a chairperson who will liase with the staff development team to arrange suitable times for meetings and to report on progress to staff as a whole. A scribe should also be elected to record the decisions of the panel.

Panel members need to ensure that the appraisee fills in the relevant forms and that these are jointly discussed in the appraisal panel meetings. The appraisal panel needs to ensure that not only are these forms filled in, but that they are accurate and fair. They also need to ensure that the objectives outlined by appraisees in these forms are realistic and achievable.

Panel members are to go through the appraisal instrument together and need to arrive at a shared understanding of the terms that are used within it. They must decide on ways in which the appraisal will actually happen and on what basis decisions will be made. For example, how will management skills be appraised? Who will do this appraisal?

Panel members should arrange for observation of the educator in practice and elect (a) person(s) from the appraisal panel to conduct such observation. Two such visits should occur and they should ensure that appraisees and learners'/clients' portfolios have been collected and dates and times for observation visits have been arranged.

In an appraisal panel meeting the panel should critically and openly discuss with the appraisee the reports of the observation visits or other such appraisals. Together they must arrive at final decisions about the appraisal of the particular educator and work out practically what development plan may be put into place to ensure the further development of the educator that has been appraised. Thereafter they should finalise the appraisal report and ensure all panel members have signed it.

The appraisee, a peer nominated by the appraisee, (as discussed in paragraph 3.6.2), a union representative, a senior management level person, such as a head of department, a deputy principal or principal, a district/area/regional manager or director; and a person from outside the institution, may also be part of the appraisal panel drawn from non-governmental colleges or universities, or from other support services.

It may be a problem if a person from a non-governmental organisation is not skilled in a particular field of the appraisee and this may result in the appraisee rejecting the process.

The above procedures are all spelt out in Developmental Appraisal for Educators (1997:70-98).

3.7   THE DEVELOPMENT APPRAISAL INSTRUMENT

The developmental appraisal instrument has criteria of its own. These criteria are, curriculum development, creation of a learning environment, lesson presentation and methodology, learner assessment, recording and analysing of data, development of learning field competency, professional development in the field of work, human relations, leadership and contribution to school development.

3.7.1. Curriculum development

Curriculum development entails the interpretation of learning programmes, the development of learning materials and assessment methods and the selection of appropriate teaching strategies. Teaching techniques must be correctly used and be to the point. If not, this might hinder the achievements of any objective in any lesson.

3.7.2. The creation of a learning environment

The atmosphere in which teaching and learning take place must be conducive to and open and critical discussion based upon rich and diverse materials. The classroom atmosphere encourages the exchange of ideas, questions and experiences, and learning is understood as a co-operative and productive activity.

3.7.3. The lesson presentation and methodology

The educator's knowledge and experience of the learning area that is presented to learners in ways that produce learning interest, involvement, questions and critical thinking is of the utmost importance. This mainly relies upon the educator's skills in planning and organising individual lessons, as well as programmes of learning based upon insight into the learning area to be taught. The educator must bear in mind that each lesson has strong links with those before and after, and learner involvement is an integral part of their own education and development.

3.7.4. Classroom management

Classroom management should be characterised by evidence of discipline, guidance and support, leading to sound rapport with learners, positive reinforcement, encouragement and appropriate admonition and effective, fair, regular and varied assessment of learners' efforts. The learners must be inspired and encouraged to produce their best performance and maintain high standards of behaviour and ethics.

3.7.5. Learner assessment

The ability to assess the progress as well as the potential and actual learning of the learners by using a variety of assessment procedures is essential on the part of the educator. The evaluation of learner development should be managed continuously and the ability to use the result of learner performance for diagnostic purposes, remedial work and for adapting teaching programmes is of paramount importance. Learners must consequently receive constructive and frequent feedback of continuous and varied assessment.

3.7.6. Development of learning field competency

There should be efforts from the educators to keep up with developments, research and publications in their learning areas. This will also include how learning area fits into the learning field, its relation to other learning fields and developments in methodologies for effectively teaching the learning area.

3.7.7 Professional development in field of work

The educator must acquire further and new skills and expertise in his or her own teaching and learning area and, more particularly, in educational thinking, management and technical skills, in order to promote Department Policy Draft Policy Framework (2000:24).

3.7.8 Human relations

The educator should have the ability to inspire and encourage people to seek and maintain high standards of performance, enjoyment of confidence of colleagues, learners, parents and members of the community.

3.7.9 Leadership

The educator should have the ability to take the initiative and to act decisively. The degree of influence on colleagues in making decisions, determining aims and in defining objectives is essential. The extent to which he or she acts in terms of priorities and opportunities and the

degree to which others reply to the insight, point of view, judgement and will of this educator is expected by the community, and he or she will need to play a leadership role in many of the school's activities.

3.7.10   Contribution to school development

The educator is expected to be familiar with current policies, the new curriculum and the processes of school change and whole school development. It is of prime importance that the educator applies this understanding.

The report of the Department of Education (1996:34) maintains and believes that less emphasis should be placed on off-site, menu-driven, knowledge and skills and focused formal courses of training and development, and that more attention should be given to the development of programmes and materials which are related to performance enhancement in the school situation.

3.8   FORMS FOR DEVELOPMENTAL APPRAISAL

The educator's developmental appraisal form contains detailed information of several educators (see Developmental Appraisal for Educators 1997:35-44). The research will discuss the following because of their importance: type of appraisal, probation, in-service development, qualification(s), major learning area(s), learning area and grade taught, teaching experience, management and administration experience and non-teaching experience.

The type of appraisal that educators should receive is the developmental appraisal system that was agreed upon in the Resolution Number 4 of 1998. This manual is based on what was agreed upon by the Education Labour Relations Council in which organised educator unions/organisations/provincial departments and the National Department of Education were involved. This appraisal system develops the educator, does not emphasise the site-off and menu-driven approach and pays attention to the development of programmes and materials, which are related to performance enhancement in the school situation. It does not deal with the personality of the person, but with his or her performance and find ways of helping the educator with any problem areas in his or her teaching career.

The new development appraisal system was implemented on 28 July 1998 after final agreement was reached within the Education Labour Relations Council (1996). This agreement is reflected in Resolution Number 4 of 1998. It was agreed that the overall nature of the piloted appraisal system be maintained. This entails the guiding principles, the nature of the appraisal process and the use of appraisal panels. It was further agreed that the instrument to be implemented was to be developmental in nature only and would be used on all levels of personnel in education, in- and outside of schools, excluding educational therapists and psychologists. Lastly, it was agreed that the appraisal would be tied to the nature of the job descriptions of the specific level of post of a person. The developmental appraisal system was supposed to be reviewed in April 2000 and the outcome is still being awaited.

Probation: In order to determine the pace of the educator's work performance, it is essential to know whether the appraisee is on probation or not and to amend the methodology used in acquainting him or her with the work and to further determine the date of his or her confirmation, if necessary. The confirmation may motivate the appraisee in the work.

In-service development training: The Department of Education and Science Report (1989:19) states that great benefits flow from giving each an insight into the other's role. Simulated role playing, for example, the mock appraisal interview, and the need to plan training so that it takes place as close to the actual experience of appraisal as possible, is also beneficial.

Qualification: The educator's qualification determines what work the he or she can do in accordance with his or her qualification. In KwaZulu-Natal schools, under-qualified educators are forced to teach grade twelve classes without having any suitable qualifications to teach these classes. This may lead to unsatisfactory results at the end of the year. Consequently, the qualifications of the appraisee as indicated on his or her form acts as a guide to the principal in the allocation of teaching duties in certain grades.

Major learning areas: These determine what subjects an educator can successfully teach in the school without having problems with the subject content. This also gives some direction about the subject on which the appraisee must be appraised. The selection of the appraisal developmental panel becomes easier as they are selected in accordance with their subject specialisation.

<u>The learning area and the subject taught</u>: This aspect has been fully dealt with above, under the headings *qualifications* and *major learning areas*.

<u>Teaching experience</u>: This reveals performance progress in the educator's work in view of his or her years of experience, whether or not he or she has improved, the reasons for performance failure in spite of years of experience in the same field, and the strategies which might be used to curb the faults in his or her performance.

<u>Management and administrative experience</u>: This indicates the shortcomings of the educator in development in management and administration and what skills in management the educator still needs.

<u>Non-teaching experience</u>: Such experience will assist the school in utilising the previous non-teaching experience of the appraisee in the fields similar to those in which the appraisee was previously engaged, as long as this is relevant to the subject or field in which he or she is presently engaged. This may enrich the curriculum of the present school.

3.8.1   The professional growth plan

This plan is similar to self-appraisal, where it is difficult to see one's own weaknesses. The educator's objectives may be different from those of the school, despite the fact that the major aim of this research is the enhancement of the quality of teaching and learning and educator development. To make it more meaningful to the educator, it might arouse the educator's interest, trust and enthusiasm in his or her work if the educator is allowed to add some relevant aspects in this form.

3.8.2   The appraisal report

The appraisal report contains prioritised needs or criteria, identified needs, strengths of the educator, suggested development programme, suggested provider of development programme, dates for development programme delivery and signatures of all members of the panel.

Fryer and Findley (1989:2) maintain that the appraisal report, amongst others, is the most important report as the appraisee can use it as part of his or her curriculum vitae. The appraisee

therefore has access to this file. This report prevents summative decisions that evaluate the product of instruction, as well as the process and the person. The principle of democracy and transparency are fully implemented. This encourages the appraisee to improve in his or her work, as the chances of privacy and secrecy are limited. The report indicates the relevant areas where improvement is most needed.

3.9 CONDUCTING THE DEVELOPMENTAL APPRAISAL PROCESS

This consists mainly of three stages:

3.9.1 Pre-appraisal

This stage consists of setting up the appraisal panel, classifying the roles of members on the appraisal panel and the appraisee filling in his or her personal details on the professional growth plan forms. These forms are tabled and discussed at an appraisal panel meeting.

3.9.2 Appraisal

This stage is about actually carrying out the appraisal of the educator. For example, for educators who teach, their teaching should be observed at least twice during one year. Time constraints are a problem and learners are left without an educator. Two educators should do these observations in order that they may check each other's views. When doing the observations, appraisers need to follow the criteria that have been decided upon. These criteria outline what aspects should be observed and how these aspects ought to be treated. The observations will also include the perusal of learner portfolios and the lesson plans, records and documents of, or used by, the educator.

The results of the observations will be discussed with the appraisee at an appraisal panel meeting.

3.9.3 Post-appraisal

A Facilitator's Manual (1997:47-48) maintains that the after appraisal, the appraisers will report on their findings to the appraisal panel, with the appraisees present. The results of the appraisal are discussed openly and a joint decision taken. The appraisal report will then be completed. The appraisal report must stipulate what kind of developmental programmes can be used to further

improve the educator's performance. These programmes may consist of in-service training, or the non-governmental organisations may recommend counselling and other types of support that are felt to be necessary. In order to validate the report, it must be signed by all the members of the appraisal panel.

3.10 THE TASK OF THE HUMAN RESOURCES MANAGER AND SCHOOL MANAGEMENT TEAM

The report of Department of Education (1996:45) maintains that the human resources manager is the one who develops people, whether they are managers, professional, technical or support staff. This requires harmonising their personal interests – their skills, aspirations and learning needs – and the needs of the system in transition, and creating incentives for better performance. Furthermore, the human resources manager empowers educators and individuals working in a constantly changing environment and who require support. Managing people (ensuring that work gets done properly and on time) and developing their skills (ensuring that they have opportunities to improve the quality of their work) ensures continuous improvement and positive change for everyone in the organisation and makes excellence in our schools possible.

Morris and Everard (1986:90) emphasise that the manager is an organiser, a director and a controller of resources. They argue that the manager of resources must integrate his or her resources in the effective pursuit of his or her goals. The school management team must be the agent of effective change and must maintain and develop available human resources. This integration involves many things, The managerial role, as opposed to a teaching role, entails that the management team must be the glue in the school - hopefully, not in the sense of gumming-up the works, as those whom they manage will inevitably see it that way at times – but in the sense of holding the school together.

The management team has to plan, organise, direct and control the work of other educators. This involves a fundamental change in the criteria for job success. This is not the easy way of learning the lessons. Morris and Everard (1990:5) point out that, throughout the educational process, success tends to depend on demonstrating the exploitation of one's own ideas and talents. This will be the focus in one's first teaching appointments. They add that all the team members must take the decision jointly. As mentioned before, the team members must be committed and ensure that their ideas are put into effect. In the above situation, the management team is less concerned

with being a resource than with using resources. At many levels of school management, educators are fulfilling both classroom and management roles. The danger of this is one forgets that behaviour that succeeds in the classroom is different from that required to motivate a team. In supporting the above arguments, Ubben and Hughes (1992:285) state that the most important resource in a school is its staff. When staff are congruent with organisational needs, well trained, adaptive and motivated, great things could happen. The researcher believes that, to achieve this, requires attention to the variety of ways in which human potential can be realised and to the variety of needs that any particular person may have at any particular stage of growth. All these tasks rest with the resources management team in any school situation.

3.10.1   Leadership skills required by a human resources manager

A human resources manager requires certain leadership skills. These coincide with certain management skills. Management style models are based on the premise that every manager has two main concerns. These are, concern to achieve results and concern for relationships. Morris and Everard (1990:16-18) are of the opinion that these two concerns are in conflict and that the more a person is concerned with results, the less he or she would be concerned about relationships and vice versa. It is argued that managers are not either principally concerned about relationships, but that it is possible to be concerned about both at the same time and indeed, to be concerned about neither.

A further characteristic of the manager quoted by Van der Westhuizen (Ed.) *et al.* (1999:101-103) is that thoughtful attention to the needs of people leads to satisfying relationships and this results in a relaxed, friendly atmosphere and an easy-going work tempo in an organisation. This style is in line with the new developmental system in our new education system in the Republic of South Africa. Sufficient achievements by the school are possible, as the need to complete work is balanced by keeping the morale of people at a satisfactory level. This management style is conducive to the new developmental system and employs minimum effort to get the work done and yet remain a member of the school.

Van der Westhuizen (Ed.) *et al.* (1999:103) further argue that the ideal manager's grid would reflect that management style. It is argued that this style uses subordinates and their ideas. The leader encourages creativity; the ideas of staff are used, it allows the objectives of the school and the needs of people to unite, the aspects of the organisation are discussed with the staff, and it

emphasises achievement and the attainment of objectives. The above characteristics are democratic and transparent in nature.

3.10.1.1 *Morris and Everard Style Management Model (modified)*

According to Morris and Everard (1990:15-18), their management style models are assertive, solicitous, motivational, passive, political and administrative.

The assertive management style model: This manager wants things done in his or her own way. He or she tells rather than listens. He or she is not concerned with other people's opinions and becomes aggressive if challenged. This is a very crude style of management, which will not develop any educator. This is not the management style of the changing South African education.

The solicitous management style model: This style tends towards management by committee. It praises achievement and develops the educators. It is acceptable to all staff members.

The motivational or problem solving management style model: This model sticks to the goals of the school and expects achievements among members. It monitors work performance against goals, involves staff in decisions that affect them and helps staff members to find solutions to poor performance.

The passive management style: This management style model resists change in education and blames other people for creating intolerable conditions. This style frustrates, threatens and disillusions the educators, with no development taking place in the classroom.

The political management style: This style draws attention to the faults of others. It is undesirable in the new developmental system of educators.

The administrative management style: This style supports the maintenance of the existing system of education to the exclusion of changes like those advocated by outcome-based education. It is against departmental policy; is neither creative nor innovative and may manifest itself by inappropriate use of assertive behaviour.

Morris and Everard (1986:23) argue that the inappropriate behaviour may show itself in many ways such as:

❑ The subordinate adopting a passive role because his ideas are not accommodated;
❑ The subordinate maintaining that the manager does not motivate his educators; or
❑ The manager is competing rather than contributing.

Sometimes inappropriate behaviour might result in the inappropriate use of solutions, such as slackness in carrying out tasks and the undermining of superiors in absentia:

In addition, Morris and Everard (1986:24) point out that the passive and political behaviour that is directed neither toward the results nor towards relationships is unlikely to be of much real value to the school, except for the accomplishment of purely manual tasks under strict supervision.

In view of the above management styles, it is obvious that their understanding is necessary as this leaves the manager with a variety of options. One should bear in mind that different situations call for different reactions. The situation will determine when the manager needs to be assertive, when to guide, direct, motivate and support the educator.

3.10.2   The importance of the management team's role in human resources

The role of the management team in human resource and organisational development is a crucial one. Even if the school, district and circuit is not operating on an enlightened development model, there is much that can occur at school level to systematically address educator development and provide for a responsive organisation.

3.11   EDUCATOR APPRAISAL, AN INTEGRAL HUMAN RESOURCE MANAGEMENT FUNCTION IN EDUCATION MANAGEMENT IN THIS STUDY

3.11.1   Introduction

Morris and Everard (1990:78) assert that in many ways we treat people as any other resource, selecting the best person for the goal we wish to accomplish - maintaining, improving and

adapting the resource as we would a building or piece of equipment to ensure that it meets our needs. Indeed the true human resource is not the whole person, but his or her efforts, which will be jointly managed by the individual and the management of the organisation in which he or she works. The educators are shocked at the idea of describing staff as human resources.

Morris and Everard (1990:78) further ask the following searching questions:

- *Where does the average school management stand?*
- *Do we accept that in selecting a new member of staff, it is essential that we find out from the candidate how his or her skills and personality will blend with the needs of the school and the existing skill and personality mix?*
- *Do we believe that we can sit as equals with our staff to discuss their performance and our own performance in order that both of us can develop as individuals and as members of a team, albeit with different roles in the team? or*
- *Do we feel that relationships are such that they will see appraisal of our colleagues as 'judgement', and that it would be 'improper' for them to pass a view on the performance of their 'superior'?*

Resources seem to be most freely available in the areas where they are least needed. For example in teaching, the teaching staff members most readily available are those for subjects for whom commercial employers have the least need. A similar phenomenon occurs with equipment and schools can easily become depositories for cheap junk or even worse, expensive junk sold to education authorities at bargain prices.

3.11.2   Educator appraisal and human resource provision

It is argued that in the teaching profession it is more difficult than elsewhere to invoke sanctions against the incompetent. We are therefore entirely dependent on the recruitment of good staff and the creation of open relationships in which staff at different levels will work together to make themselves, each other, and the organisation more effective. It is therefore particularly important to pay attention to recruitment. Although proper care in recruitment will not do away with appraisal, it definitely makes it easier if one is dealing with suitably qualified and competent educators.

3.11.2.1 Recruitment of staff

It is generally agreed that the standard elements in the recruitment of staff are job description, personal profile, attracting suitable candidates, the personal application and planning for an interview.

The person under whose immediate direction the new recruit will work must be involved in all the above stages of the process. Usually the views of those with whom the recruit will work and those whom the recruit will lead, are taken into consideration. This may allow for creative input and at the interview stage, builds staff commitment and assist the candidate to assess the environment in which he or she will have to work (Morris and Everard, 1990:79).

3.11.2.2 The job description

Whatever job description is developed should be open to revision after appointment, as a candidate may emerge with unforeseen talents that one may wish to exploit. This is common in tuition. A job description may contain a job title (a mathematics educator for grade twelve), a brief description of the purpose of the job, reporting relationships and a description of duties. Recently, employers have developed a new concept, i.e. *competence*, which is the ability and attitudes (not qualifications) that the occupant of the post needs to possess. These may be the use and abuse of time and criteria for effectiveness, which show us how performance in the job will be assessed. For a departmental head of English for example, the criteria might be whether the results are good or not; time management techniques, the action diary, the daily action sheet, stress management, assertiveness and developing one's own competence and managing one's learning.

3.11.2.3 The personal application

The department has a standard, mostly well-designed form to bring out all the factual information needed and also to elicit data that may give the employer a clue to behaviour. This application form is not meant to be judgmental in nature. It makes it clear what the applicant's references are and whether or not these will be followed up before the interview, unless there is a request not to do so.

There is great concern that the application form lacks information, for example an unexplained break between periods of employment, particularly in the educator's career. This may mean imprisonment, illness, dismissal for misconduct, or a clash of personalities that has led to the applicant's resignation from one job before getting the next. Whether the circumstances are acceptable to the department or not, the point is that the superintendent of education, district superintendent and the regional chief director want to know what these missing details are. A note should be made on the form to bring the matter up at interview. Once the applicant has signed an application form for work, it is extremely difficult to reject him or her in the current new education system, because of possible labour implications.

3.11.2.4 Planning the interview

The purpose of an interview is to find out which one of the short-listed candidates best fits the needs of the position. It must be noted that the panel is not looking for the most likeable person or even the one with the best task record in his or her last job. In short, it is important to think about the kind of facts and interview reactions that will help the panel to reach a meaningful conclusion on the judgmental criteria. This was discussed extensively in Chapter Two in this research. It will be appropriate to say that informal preliminaries in the interview should be encouraged as they help the candidate to decide whether he or she wishes to select the job, as well as in providing potential behavioural input of the selection process to the school.

3.12   EDUCATOR APPRAISAL AND HUMAN RESOURCES DEVELOPMENT

Educator appraisal and human resources development are inter-linked. Their purpose is to develop the educator and to enable him or her to provide quality education. The emphasis is on in-service training, which industry and commerce have felt necessary since the 1960's through the industrial training boards and the manpower services commission. The training agency has only in the last decade received priority in the profession and is responsible for preparing tomorrow's citizens. Even so, in some cases, educators attending external courses may have to meet all, or a part, of their fees. Appraisal and development procedures – standard practice in most walks of life now - are consequently still not fully skilled and are treated with suspicion in parts of the educational profession, especially in the rural areas of South Africa.

3.12.1 Types of development needs

The purpose of staff development may vary and some needs will be specific to the individual educator, though two or more individuals may have a similar need. Others, usually those related to change, would concern groups of people or the entire organisation. These types of needs may be induction, improvement of performance in the current position, requirements for new skills and attitudes, the introduction of new methods and approaches and the whole organisational development.

3.13   EDUCATOR APPRAISAL AND HUMAN RESOURCES UTILISATION

3.13.1   Objectives of personnel utilisation

The major objectives of this concept are to promote an understanding of and provide insight into the importance of effective personnel utilisation so that it will be to the best advantage of learners' teaching and education.

It is of crucial importance to have a fair and equitable division of labour among staff members as a method whereby the educational manager can enhance educators' job satisfaction.

The importance of effective communication and co-ordination in educational personnel administration can hardly be overemphasised.

Delegation as a basic requirement for effective educational management is important. One of the most important aspects of staff utilisation is the division of work among the available staff. This aspect has previously been discussed in this research. When staff utilisation is spoken of, one involuntarily thinks of the utilisation of time. One wonders whether the available time is being utilised profitably. Does every educator pull his or her weight? Do educators ensure that they turn up at school at the right time and begin with their work immediately? Do they utilise available time profitably? These problems adversely affect the present budget in the Department of Education in South Africa.

The staff should be utilised in such a way that they are happy and satisfied. For that reason, great stress is placed on the fact that every educator's capabilities and interests should be taken into

account when a task is entrusted to him or her. To expect an educator to perform a task, to which he or she is not equal, can only give rise to frustration and end up in poor results.

3.13.2   Importance of effective personnel utilisation

Effective personnel utilisation relates closely to proper personnel supply, with which we have dealt above. After all, people can only be used for specific tasks if they possess the basic expertise, skills and personality traits.

Effective personnel utilisation in the school situation must always aim at bringing learners and educators together to the greatest benefit of the learners' teaching and education.

Fourie (1998:274) maintains that there is little doubt that a strong correlation exists between performance appraisal and performance management. It is argued that these are combined because of remuneration. This is the reason why most organisations are gravely concerned with their productivity and performance management.

It is therefore argued that personnel utilisation must be planned so that it applies to every colleague's services as profitably and as beneficially as possible. The educator must get the satisfaction of a proper day's work from the task assigned to him or her.

It is further argued that, where possible, each individual's task must be constructed to form a logically coherent entity. The more homogeneous the problems of this sphere of work, the better the chances that he or she will cope successfully.

Task assignment must be planned to involve similar activities. An individual in a particular post should not be required to possess too divergent a range of skills and abilities. When applied to the school situation, this would mean that the principal should not use a gratified kindergarten educator to teach English to senior secondary classes as well or the senior mathematics educator for the high school should not be used to teach arts and crafts to grade five simply to fill his timetable).

Tasks should be assigned to give the individual every opportunity to develop his or her initiative and to constructively apply all his or her skills and abilities. The essence of the task must permit and facilitate co-operation with others.

Tasks assigned must be of a similar nature; they must not be combined with activities demanding abilities beyond the employee's powers. This would cause frustration and unhappiness as the employee will be unable to accomplish certain facets of his or her task without specialised training.

Work at a higher hierarchical level is much better paid. Hence, the tasks assigned should not combine elements that are too diverse in this respect. The principal should not be expected to type his own correspondence and it would be just as unfair to expect the typist to take critical policy decisions.

Wherever possible, an employee should conduct his activities in the same place or building. The physical conditions for task fulfilment are thus important. When applied to the school situation, this means that timetable planning should eliminate movement of either educators or learners where a fifteen minute walk is required from one building to another, especially when there is no break between periods.

Equitable distribution of work remains a prickly issue and no principal will ever completely satisfy every member of staff. Matters are simplified, however, if the staff and the principal have a good relationship, if there is mutual trust, loyalty and a healthy staff spirit. Moreover, if the principal has a dedicated teaching corps with a keen sense of duty, a love for their profession and a strong sense of solidarity, most of the problems associated with division of work are easily solved.

Concurring with Fourie (1998:274), West-Burnham (1993:78) also claims that although the appraisal process depends on the appropriate structures and procedures, these have to be reinforced by effective personal relationships. Appraisal is not an administrative procedure. To be effective it requires individuals to talk about their work in an open and analytic way. As much of a teacher's work can only be understood through perceptions, the appraiser requires significant skills to enhance the understanding and the analysis of the teaching and management process. The need for these skills is further enhanced by the need for trust, generally perceived by educators to

be an essential pre-requisite for a successful appraisal. Trust is manifested through appropriate behaviour and demonstrated commitment.

It is important in this case to stress the transferability of many skills - appraisers and appraisees need not enter the appraisal process bereft of relevant experience.

3.14   THE PRINCIPAL AND APPRAISAL TEAM AS AGENTS OF CHANGE

3.14.1   Introduction

Van der Westhuizen *et al.* (1999:652) maintain that change in the school is in the service of the improvement thereof. The theory of change and the natural resistance to change implies that change can only succeed with the active involvement and support of the principal and appraisal teams. During this current change in the South African education system, however, not only the principal is to effect change, the appraisal team must also work hand in hand with the principal.

Van der Westhuizen *et al.* (1999:652) add that the importance of the role of the principal in the daily activities of the school is emphasised by research in the United States of America and in Western Europe (Vanderberghe, 1988:2).

Deliberations concerning the role of the principal and appraisal team as facilitators of change do suggest that there can be distinguished between principals and appraisal teams who are more successful than others in the implementation of change.

Quoted by Van der Westhuizen (Ed.) *et al.* (1999:652), Vanderberghe (1988:2) claims that, "there are indications that effective school principals think differently about their role and also define their role in a specific way for themselves."

Quoted also by Van der Westhuizen *et al.* (1999:652), Rutherford maintains that a direct correlation exists between the level of effectiveness in the change process and the competency input of the person(s) responsible for the change. This implies that the school principal can and should fulfil an important role in the facilitation of change to improve the school situation.

3.14.2 Prerequisites for effective management of change

Hall and Hord (1987:231) argue that managers are not inclined to initiate change. However, it would seem that when managers become aware that it is expected of them to effect some changes at their school, they see to it that it is done effectively. An important characteristic of managers is their preparedness to protect educators from excessive demands and expectations. Herman and Herman (1994:3) maintain that the prerequisites for successful management and the implementation of transformational change may be a commitment to the change by the leaders and by a critical mass among the stakeholders and a clear and desirable vision of what the school will be like once the change is complete.

There should exist clear-cut strategic goals to be reached as the organisation undergoes the change process and milestones should be established to guide the path of the change. The detailed tactical plans should be decided upon and be made available in understandable language to everyone who is to participate in the change process.

Training should be provided to those individuals who are to initiate or manage the change, should they not possess the required knowledge or skills.

Adequate time, finances, material, and human resources must be provided to enhance the probability of successful change.

High quality, comprehensive and frequent two-way communication should take place throughout the entire change process.

It is argued that adjustment to the factual or strategic plans should be made during the formative period of the change process if changes are required during the initiation and implementation stages of change. The principal and the appraisal team should give recognition to all doing good work and should attend group celebrations every time an important milestone is reached.

3.14.3 Skills needed by principals and appraisal teams to manage change

According to Carnall (1986:106), the principal needs certain skills in order to successfully initiate and manage change. Carnall argues that vision and creativity are prerequisites for the systematic planning for solving new problems.

The principal and the appraisal teams should have an understanding of how groups function and have familiarity with adult education and of running workshops. They should have wide teaching experience, a sound knowledge of educational management and a good general knowledge of other disciplines. They should have skills for enhancing communication, trust and self-confidence and be willing to confront people when necessary, without generating hostility. They should have a sound understanding of how to handle conflict and stress. It is vital that the principal and the appraisal team have the ability to identify their own and others' strengths and weaknesses and, as leaders, they should have skills in planning for action and implementation.

Harvey-Jones (1988:96) argues that, "the ability to create and manage the future in the way that we wish is what differentiates the good manager from the bad one."

Morris and Everard (1990:242-246) further maintain that in getting consensus decisions, the observation of people who are more successful than others at managing complex organisations like schools in which major changes have to be implemented, shows that they tend to have a distinctive mixture of knowledge, skill, personal attitude and value, and the capacity to orchestrate these as they make a host of personal decisions that lie at the heart of organisational management. By the very nature of their competence as educators, principals are well endowed with some of the qualities that are required – more so, perhaps, than their counterparts in industry.

An understanding of the kind of person who is good at handling change is helpful both in selecting senior staff and project leaders and in assessing what qualities we need to develop.

To manage change, the principals and appraisal teams must know clearly what they want to achieve at school and should not theorise, but translate desires into practical actions. They should see the proposed changes from not only their own point of view, but also from that of others. They should try their best to harness circumstances to enable change to be implemented and

clearly explain this change. They should involve their staff in the management of change and protect their security. Under all circumstances, principals and appraisal teams should not pile one change on top of another, but await assimilation and should make change personally rewarding to educators wherever possible. Lastly, they should plan carefully for change and consult, counsel, train and teach their staff well in advance.

3.15 THE MANAGEMENT OF THE CHANGE PROCESS OF APPRAISAL

Since change is certain to occur, we should manage it, rather than cope with it on an ad hoc basis. The following principles may underline the management of change in order to increase school effectiveness.

3.15.1 School-based

All improvement programmes should be school-based, school-oriented and be focused on the entire school, as improvement aimed only at fractions of the school will risk failure because of the continuing effects of the non-improved, unchanged portions of the school.

3.15.2 Outside support

School change needs outside support to resource it, whether this is consulting assistance or more direct provision of advice and assistance.

3.15.3 Informal relationships

Change must involve both the formal and informal cultural world of staff relationships, expectations, feelings, etc. that may be partially independent on the formal structure of a school. To change the formal world without also changing the informal world would lower the prospects of increased effectiveness.

3.15.4 School appraisal

Change in a school is much more satisfying if it is based upon school-based reviews or school appraisal, since the remedying of any internal school problems is then related directly to their

identification. Dissatisfaction with certain aspects of school organisations revealed by the review process will also motivate the change process.

3.15.5　Change in teaching methods

School change at an organisational level comes much more satisfactorily if in some ways it is tied to curriculum change and to teaching methods, as the latter constitutes an aspect of their jobs in which educators are most involved, and committed to. Organisational change must then be tied to educators' focal concerns.

3.15.6　Behavioural change

According to Robbin's (1996:1132) glossary, behavioural change is "an intention to behave in a certain way towards someone or something." Change should be behaviourally oriented, since changes in the behaviour of staff are more likely to generate attitude changes among learners and other educators on which the successful long term reinforcement of change depends. The change that is oriented only towards change of attitude is likely to dissipate quicker because of the resulting lack of reinforcement.

3.15.7　Long term process

The change process should be long term, involving a *review – improvement – evaluation – further improvement* cycle of at least three or probably five years.

3.15.8　Consultative management

The change process needs effective management. This should not be in a top-down manner, as it is important that educators themselves should own the change process. In short, change attempts at school level must have both internal ownership and a degree of extra-group direction at the same time.

3.15.9   Evaluation and feedback

Change must be evaluated in terms of its impact upon the organisation of the school and its effects upon the outcomes of the school involved. It is essential to relay this information to the participants in the change programme, both to generate reinforcement of the change programme if it is effective, and/or to show areas where new or revised change attempts are needed.

3.15.10   Interpersonal relationships

The change process will need careful handling at the levels of interpersonal relations and group dynamics if it is to be successful in changing school practices. Ineffective institutions are often characterised by defective relationships and may need group work to generate the kind of relationships that are necessary between colleagues who wish to change their practices and their organisation. Any change process must therefore repair damaged psyches and probable poor inter-group levels of communication, as well as be concerned with the organisation of the school.

3.16   MANAGING RESISTANCE TO CHANGE

Organisational change comes in all shapes and sizes. The change may be new and unfamiliar equipment (such as personal computers), reorganising a new curriculum plan, or perhaps a new performance appraisal programme. It could also be a new political order. The initial change causes ripples of change to radiate in all directions, often with unpredictable consequences. It is usually common that whose jobs are directly affected resist change in an organisation. Both rational and irrational resistance to change can stifle progress. Management thus faces the challenge of predicting and neutralising resistance to change.

3.16.1   Prerequisites

As prerequisites to managing change, the manager in a school situation should strive to build an organisation with distinctive approaches to **purpose, structure, process, people, realism,** and the **environment**.

3.16.2 Purpose

Effective organisations are purposeful and goal-directed. Their managers, departments and the individual members work towards explicit goals and have a clear sense of direction. Accordingly, the school without explicit aims and a whole-school policy would not meet these criteria for effectiveness.

3.16.3 Structure

The structure is determined by work requirements, not by authority, power or conformity. Form follows function. Different departments may be differently organised, according to the nature of their work. Procedures may not be standardised. People can do it their own way if it works. Some learning periods in a school may thus be 45 minutes.

3.16.4 Process

Decisions are made near to where the requisite information is, rather than referred up the hierarchy. Authority is delegated accordingly. Communication is frank, open and relatively undistorted. Ideas are considered on their intrinsic merit, rather than according to their source in the hierarchy. Every manager manages conflict constructively, using problem-solving methods.

3.16.5 People

Peters and Waterman (1982:322) argue that each individual's identity, integrity and freedom are respected, and work is organised as far as possible in consideration thereof. Everyone's work is valued (including that of the non-teaching staff in a school). People's interdependence is stressed. Individuals evaluate their performance by comparing themselves to others, they review one another's work and celebrate achievements. Autonomy is a product of discipline and discipline provides the framework. It gives people confidence to experiment, which stems from stable expectations about what really counts. Thus, a set of shared values and rules about discipline, details and execution can provide the framework in which practical autonomy takes place routinely.

3.16.6   Realism

People deal with things as they are, with a minimum of game playing. An action research mode of management predominates, i.e. the organisation has built-in feedback mechanisms to measure its achievement. It then uses this valid and factual information to plan improvement.

3.16.7   Environment

Morris and Everard (1990:239) state that the organisation is seen as an open system embedded in a complex environment with which it constantly interacts. The changing demands of the environment are regularly tracked, and an appropriate response is made. A school would have its eyes and an ear open, alertly sensing what is going on in the community. In turn, the environment would inject a sense of reality and proportion into what might otherwise be a claustrophobic system.

Morris and Everard (1990:239) further contend that, all school principals that change must not simply aggravate educators' problems in any school situation. In schools, plans for implementing change fail in some cases, as some principals tend to be too rational. They develop in their minds a clear, coherent vision of where they want to be, assume that all they have to do is to spell out the logic to the world in words of one syllable and then everyone will be immediately motivated to follow the lead. The more vivid the mental picture of their goal and the more conviction they have that it is the right goal, the more likely they are to stir up opposition and the less successful they are likely to be in managing a process of change.

Some reformers are operate at a different level of thought from that of the people to be affected by the change and above that, they ascribe the problems that necessitate change to the shortcomings of the individuals. Not only is the personalisation of the problem likely to lead to defensiveness, it is often a wrong diagnosis of the true cause. Most organisational defects are attributable to methods and systems.

3.17   STRATEGIES TO CURB RESISTANCE TO CHANGE

These strategies have been adapted from Van der Westhuizen (Ed.) *et al.* (1996:189-192) and are relevant to South African classroom situations. The strategies may help in the South African school situation. KwaZulu-Natal educators have been oriented in the following strategies.

3.17.1   Education and communication

When information is inaccurate or analysis inaccurately – this is attended to. Once people are persuaded, they will often help with the implementation of change, but can be time consuming if too many people are involved.

3.17.2   Participation and involvement

When the initiators do not have all the information required, they need to design the change, especially where others have considered resisting this change. All the stakeholders in the school situation must be involved. People who participate will be committed to implementing change, and any relevant information they have will be integrated into the change plan. This process could be very time consuming if participant design could appropriate change. It could be expensive and still fail.

3.17.3   Facilitation and support

Where people are resisting because of adjustment, problems are amicably solved. It should be emphasised that the principal and appraisal team should have relevant skills to successfully solve such problems.

3.17.4   Negotiation and agreement

Where someone or a group loses out when change takes place, and where that group has considerable power to resist, all the groups with their different opinions are brought together to reconcile their differences. It is sometimes relatively easy to avoid major resistance, but it is argued that this can be too expensive if it alerts others to negotiate for compliance.

3.17.5   Manipulation and co-operation

Where other tactics will not work, or are too expensive, different tactics are used and the cost thereof is taken into consideration. If people are manipulated, it is a quick and inexpensive solution to resisting problems.

3.17.6   Explicit and implicit

Where speed is essential and the change initiators possess considerable power to change, those concerned are motivated towards change by explaining the future to them. This is a speedy approach and can overcome any kind of resistance but may be risky if it antagonises people at the initiation stage.

3.17.7   Methods of managing change

A variety of strategies and methods have to be used to bring about change. Van der Westhuizen (Ed.) *et al.* (1996:189-93) argue that change must be structured and pursued with thorough and subjective strategies to prevent oversight or neglect of the relevant issues. At all times change must be based on a need to eliminate resistance to change.

Each school's plan for change must accommodate the relevant people and their unique needs. Change is a gradual process and requires the active engagement of the agents of change until the change has been fully internalised into the school situation. Any existing structure in a school should be modified if it appears that the intended change will fail without such modification.

The implementation of change should be adaptable rather than rigid. Instead of insisting on firm rules and direct supervision, a flexible plan, which allows for spontaneous modification of the stated programme in the face of unforeseen factors, is desirable in schools in order to curb resistance to change.

3.17.8   Guidelines for the management of resistance to change

According to Burkett (1990:147), Van der Westhuizen (Ed.) *et al.* (1996:191-192) and others, the following are the guidelines for managing change. Change is a process that occurs over time. This change consists of various steps involving and affecting individuals, organisations and many sub-systems. If the process is to be handled correctly, the dynamics of change need to be understood by all stakeholders.

This research also maintains that these guidelines may manage resistance to change.

The school must be analysed in terms of the present situation. Obstacles and the forces that could be responsible for the problems must be eliminated and the type of change to be made must be identified.

The factors that may play a role in the envisaged change must be identified and analysed. Lemmer and Squelch (1994:137) mention two such areas, one being structural change, which refers to changes to departmental policies, rules and procedures. The other is people-centred change, which focuses on changing peoples' attitudes, behaviour, performance and the way they act. In the school situation, educators are required to create a classroom culture and a learning experience that is relevant to all their learners. Trethowan (1983:53, 127) provides more areas than Lemmer and Squelch where the educator is supposed to change. These may be the educator in the classroom, the educator in the community, the educator as a manager, and the educator in the future. This may include training for the educator in leadership skills, decision-making skills, interview skills and inter-personal skills.

In the final analysis, the focus should fall on the question of who is likely to resist change. The educators may resist change in the way they are supposed to teach in the modern day. They may also resist change in the way they are supposed to record data. Using computers, for example, may frustrate them in the classroom situation. The governing bodies might also resist change. For example, the change from model C schools to public schools was a result of government action in South Africa. All these may affect classroom performance in schools.

Although the strategy and methods are painstakingly selected, there can still be unforeseen circumstances during the implementation of change. These can be dealt with through careful monitoring and management.

Van der Westhuizen (Ed.) *et al.* (1999:655) state that the following guidelines might facilitate change:

- Prior to any change being successfully implemented, the educational leaders involved should orientate and motivate themselves thoroughly, particularly with regard to the intended change. Furthermore, the intended innovation should be communicated as being an improvement and as beneficial to teachers and others involved.

- It is imperative that during the pre-implementation phase, particular attention should be given to the motivation of the people, the purpose of the process of change, the setting out of the manner of implementation as a systematic and step-by-step process, the way in which the effect of change is evaluated, and how the related strategy for change is maintained.

- Any grey areas should be dealt with during this phase. Those involved should be given the opportunity to take credit personally for the intended change and resistance to the change should be eliminated as far as possible.

3.18   CHANGE IN THE SOUTH AFRICAN EDUCATIONAL ENVIRONMENT

3.18.1   Introduction

Educators at every level of the management process must understand the changes now taking place, as these changes will fundamentally alter many of the practices of the past and demand new approaches and understandings of the role of educational planners, managers, administrators, educators and support staff at every level of the educational system. Far-reaching system changes are envisaged in the policies of the government and these will have implications for the way in which administrators and managers interpret their role in the education system. These changes will provide opportunities for managers and administrators to participate in and interpret in a manner that is meaningful for practice.

3.18.2   Educational managers need not be the passive recipients of the process of change, but they themselves can play an active part in the process.

In order for educational managers to do the above, they need to have a clear understanding of the boundaries within which change is envisaged by the overarching policies of the government. The intervention of educators throughout the system cannot take place in a vacuum. The underlying values and principles and the goals implied by the constitution, circumscribe it. For instance, the policy of universal access to primary education has a direct implication on the role of the education manager and administrators who until now were under no obligation to ensure such access for all. How will they do so in a way that is consistent with other goals, like educational quality, the efficient use of resources and providing a meaningful learning environment? These and many other questions will have to be answered by didactics in a creative way so that the best advantage can be taken of the process of change and that the country as a whole can derive the greatest benefit.

The changes that are envisaged will affect every element of the educational system. While it is not possible to examine all of them, a number of key areas of change will have an impact on the work of educational managers and administrators.

3.18.3   Educational system in South Africa

3.18.3.1 Introduction to the system of education in South Africa

Before 1994, the educational objectives in South Africa were fragmented, with each provincial department having a different set of objectives. It was the De Lange report of the Human Science Research Council (1981), as quoted by Claassen in Schalkwyk and Dekker (1995:466) that recommended the guiding principles for a common education policy in South Africa. Some of those principles have been retained as educational objectives in the Republic of South Africa (Van Schalkwyk & Dekker, 1995:466-468).

Educational opportunities for education, irrespective of race, colour, creed or sex should be created. Freedom of choice of the individual parents and organisations in society should be recognised.

It is argued that the provision of education should be directed at the needs of the <u>individual</u> and those of <u>society</u>, and the demands of economic development and the human resource needs should be taken into consideration.

It was envisaged that the provision of formal education would be the responsibility of the state and that parents and society would <u>share</u> this responsibility. This is happening although South Africa is currently experiencing budgetary constraints. The nine provincial education departments are not sufficiently funded, Van Schalkwyk and Dekker, (Ed.) *et al.* (1995:466-467).

It is argued that the educational objectives of the democratic era have **not yet been fulfilled** but that they have been entrenched in the South African Constitution, Article 31 (Republic of South Africa, 1996). The objectives are that every person should have the right to **basic education** and **equal access** to educational institutions, to instruction in the language of his or her choice where this is practicable and to establish, where practicable, educational **institutions** based on common culture, language or religion, provided that there shall be no discrimination on the grounds of race (Van Schalkwyk & Dekker 1995:467). As pointed out previously, these objectives have not taken off although one sees slight traces of some of them in some communities. Education should play a major role towards achieving these objectives.

Despite the principles and objectives entrenched in the National Education Policy Investigation of the National Education Co-ordinating Committee (NEPI 1993:1-4) proposing that education should be based on non-racism, non-sexism, democracy, equality, a unitary system and redress (Van Schalkwyk & Dekker, 1995:467), this is not happening. Where it is happening, the pace is too slow and, in most cases, is politically motivated.

Munro (1995:21-32) conducted research on the development of human potential under the auspices of the University of Natal. This study did not concentrate on appraisal and change in the classroom situation and the researcher alleges the study was general in nature. This allegation was referred to in Chapter One of this study.

Van Schalkwyk & Dekker (1995:467) remark that the reconciliation of liberty, equality and justice, so that citizens' freedom of choice is exercised within a social and national context of equality of opportunity and the redress of imbalances, the pursuit of national reconstruction, enabling the empowerment of all South African citizens, the central responsibility of the state in

providing education and the development of a national democratic culture, with respect for the value of people's diverse cultural and linguistic traditions.

Although the above principles have not been fully implemented, there are now some visible signs of this in the national education and provincial structures.

The Curriculum Model for Education in South Africa (CHED1991:12), in Van Schalkwyk and Dekker (Ed.) *et al.* (1995:467-468) maintain that education should be based, or should define these objectives. They should include: the development of learners into individuals with a developed intellect, sound and moral character and the ability to think critically, the development of the inherent potential of learners, providing the learners with the necessary basis for occupational competence and the education of learners towards responsible citizens.

These objectives may not be achieved if the main stakeholders (educators and parents) do not take these objectives as a challenge in building up the future leaders of our country. This obligation rests with the educators and parents to see that these objectives are realised by all. This must therefore be a joint effort.

It is a general belief that in South African education, learners should be given sound, practical and vocational preparation as a foundation in life for the world of work. This field has been neglected in most cases in the South African school curriculum.

3.19 INFLUENCE OF CHANGE ON EDUCATOR APPRAISAL

3.19.1 Introduction

The Department of National Education has already conducted a national educator appraisal pilot project (Chisholm *et al.* 1997). In this pilot report, the educators reflected critically on the usefulness and problems of the instrument (Educator Appraisal), including the process and procedures, development plan and the criteria used. Although, this concept was dealt with thoroughly in Chapter Two, this section will only concentrate on the educators' views as affected by change, because of the Constitution of the Republic of South Africa (1996).

3.19.2   Usefulness of the instrument of appraisal

Chisholm *et al*. (1997:29-33; 51–56) state that one of the most important things mentioned throughout the research process by both the appraisal panels and the appraised, is the importance of the principles of transparency and openness underpinning the entire appraisal instrument. These principles are that educators should have access to all their appraisal documents including their performance outcomes or results. The importance of this, according to the educators, is that this is conducive to a non-threatening environment for conducting appraisal and a supportive environment for teaching effectively.

Chisholm, *et al*. (1997:33) stressed that the educators preferred the developmental aspect of the instrument, as opposed to the judgmental one. This was emphasised by an educator who said, "the fact that the process had proved to be more developmental than judgmental, motivates the appraised to have a desire to overcome his or her standards of teaching." One educator from the ex-Department of Education and Training also said that this process not only motivated educators, but also changed their attitudes towards their work and, most importantly, changed the learners' attitudes towards their particular subjects. It is even argued that in some of the provinces, educators' levels of self-confidence and hard work were also enhanced.

The discussion of the appraisal results by the appraisal panel with the appraised was also commended because this makes the appraised part of the decision-making process. It puts the appraisers and the appraised on the same level. According to Chisholm *et al*. (1997:33), one educator commented that, "it does not create a situation of us and them." Moreover, according to appraisers, through these discussions, both the panel and the team of appraised can share ideas. All the appraised were pleased about the provision of constructive feedback by the panel to the appraised. These discussions aided the appraised in identifying and highlighting their strengths and weaknesses. According to some educators, the process of self-appraisal further reinforced this.

One educator from a special school remarked that the appraisal process was very useful. After the process he had a thorough knowledge of the capabilities and weaknesses of educating the special child. He then realised his optimum potential and was working hard at improving his educational

and teaching ability and in developing strategies to improve himself as a professional (Chisholm *et al.* 1997:33).

A number of educators mentioned that through the appraisal process they managed to improve their classroom performance, teaching methodology and skills, and working relationships. It was good to note that the improvement of working relationships occurred between educators and management, among educators themselves as co-workers, and educators and learners. Schools also use this process in the Republic of South Africa as a vehicle to promote team spirit among educators and within the appraisal panels and because of this, mutual help between colleagues has been developed in schools.

The educators chose their own panel. It was not only the principal and the subject adviser who were involved in the actual appraisal process. Some educators saw this as a way of eradicating subjective elements and of establishing positive objectives. Educators further argued that the problem of class visits must be addressed as one person will not conduct them. In remembering the old-fashioned appraisal process, they commented that this process of appraisal should not open a path for victimisation, as the process was both subjective and judgmental in nature.

3.19.3   Problems with the educator appraisal instrument

Chisholm *et al.* (1997:34-35) are of the opinion that educators stressed that, despite the fact that the whole process is useful, it is time consuming. The amount of administrative work involved, particularly the number of forms to be filled in before and after the appraisal process, is huge. Educators feel that the instrument is still in line with the old bureaucratic administration system of evaluation, which was cumbersome. Educators also feel that the peer appraisal process is time consuming (see Chapter Four in this research). It is argued that the system of peer appraisal will not work effectively. Peer appraisal is not unconditionally accepted in South Africa as it is understood by all educators that no appraised may reflect critically on his or her teaching and that they must respond independently and honestly to the questions. On the other hand, the appraised may find it necessary to discuss his or her self-appraisal with the appraiser if he or she requires support and guidance on how to improve his or her teaching skills.

Educators also argue that the new proposed educator appraisal should be conducted three times a year per educator, but they also feel that this will be technically impossible as it will have a

detrimental affect on teaching time. Under-staffed schools will also be affected where peer appraisal could not take place because of a shortage of staff. It is also argued that peer appraisal affects the work of heads of department's, as some schools have only one post for a head of department and the incumbent is, at certain times, very busy with administrative duties. This research argues that an effective appraisal panel should consist of at least four members, i.e. the principal, deputy-principals, heads of department or subject heads, peers and subject advisers.

This new educator appraisal system/instrument still uses grading and rating scales like the old one, which used the symbols A, B, C, D or E, instead of figures or percentages. The appraisal panels share the same sentiments. The involvement of the selection committees and extra-mural activities as part of the criteria are seen by the educators as problematic as, in most cases, the governing bodies are uneducated, particularly in a rural environment,.

The language issue also creates some problems as the instrument uses difficult technical terms, which are accessible to academics only. This affected the manner in which certain field note questions were answered.

Chisholm, *et al.* (1997:35) argue that this instrument is used for different educators, both experienced and inexperienced, and is expressed by some educators as a cause for concern. The educators maintain that two instruments should be developed – one for experienced educators and one for inexperienced educators.

3.19.4   The usefulness of the development growth plan

The current changes have influenced the educators to have their own development plan in schools. School-based, in-service workshops are, for example, being conducted by the educators themselves in educators' centres. (NAPTOSA has a workshop hall at Empangeni). Educators maintain that this development plan may restore and develop the culture of teaching and learning in schools. The educators also maintain that this development plan may improve their subject knowledge. In South African schools currently, educators are being trained in the new structures, such as outcome-based education, and are busy with the implementation thereof. However, the review committee, headed by Professor Linda Chisholm, has recommended the scrapping of outcome-based education (Daily News:Thursday June 1, 2000). It is alleged that *Curriculum 2005* has confused educators. In 1998, some provinces introduced outcomes-based education in

grade one. We have, however, not seen the results of this new curriculum approach, particularly among the black communities. It is evident from practical experience and observations in schools that this process/system of appraisal might fail.

There are some constraints in introducing the development plan. Budget constraints may cause the plan to fail, as there is a lack of adequate resources in schools, a lack of and late delivery of textbooks, a lack of teaching aids, electricity, laboratories, facilities for extra mural activities, photocopying machines, computers and overhead projectors. There is also a lack of human and physical resources such as psychologists, psychiatrists, remedial educators, occupational and physiotherapists and places or clinics to which learners can be referred. Understaffed and overcrowded schools with high educator-learner ratios will also affect the introduction of a development plan.

This research also foresees a great problem in the implementation of a development plan because of the lack of sufficient classrooms in some of the farm and rural schools, e.g. in the Louwsburg and Melmoth districts, etc.

3.20   CONCLUSION

It is maintained that the changes now taking place have altered many of the practices of the past and demand new approaches in the management of education.

As a school manager, the principal must be well equipped with professional and administrative skills in order to do a good job in managing the school. The skills in managing human and material resources are essential if at all the principal is to succeed in his or her duties in the school situation. This entails that the principal and the management teams be well vested with change skills in order to cope with the changing educational environment in South Africa, particularly in the classroom situation.

All the stakeholders must be involved in the change process of their learners' education in South Africa. This education must prepare the learners for the future world of work.

The effective management of the new development system and change is expected to play a vital role in developing and improving educators' classroom performance.