

**Critical perspectives impacting on the
role of leadership in secondary education
in South Africa**

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Declaration

I, Lepoti Samuel Mahlabegoane, declare that the thesis which I hereby submit for the degree of PhD in Public Affairs at the University of Pretoria, is my own work and has not previously been submitted by me for a degree at this or any other tertiary institution.

L S MAHLABEGOANE

February 2013

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It is humane to acknowledge contributions that people made in various and varied ways towards completion of an important research. It is also in keeping with our *ubuntu* to express one's profound gratitude to the individuals who assisted one to accomplish an important assignment. Assisting a candidate to complete a thesis is by all standards no small contribution. Therefore, it is prudent to mention those special individuals and to indicate their specific contributions towards the completion of a thesis.

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ABSTRACT

The primary objective of the study was to investigate critical perspectives impacting on the role of leadership in secondary education. The research utilized qualitative methodology wherein literature included observation, interviews of members of the school governance, principals, education officials and members of the school management teams. The study formulated a research question which reflects the researcher's expectation about the phenomenon. To what extent do leadership imperatives impinge on the functioning of secondary education in South Africa?

The principals as public managers utilize the generic administrative functions to execute their duties in secondary schools. The administrative functions are policy making, staffing, and determination of work procedures, financing, organizing and other management functions. Staffing and financing in the Department of Basic Education are the competence of the principal.

The respondents interviewed and literature study confirmed that the implementation of the generic administrative functions, namely staffing and policy making created problems. Challenges were experienced particularly when decisions had to be taken. Often the School Governing Body could not collectively agree on the recruitment of suitable teachers and also on making financial decisions. This impacted negatively on the role of principals. This trend was found to be prevalent in the schools with SGB's who lacked governance skills. The study has made recommendations that will help the Department of Basic Education to address school governance. The research recommended that the school governing body members should be trained on staffing, finance and policy making. The principals as members of the school governing body should also be trained on the above mentioned aspects.

The empowerment of staffing is very important as the schools require teachers who are well qualified to teach learners according to National Curriculum Assessment Policy Statement (NCAPS) requirements. It is important that the parents on the SGB work cooperatively with the principals so that the school can be staffed by well qualified personnel. It is also vital that money received from the state is used

effectively, efficiently and economically. To achieve this goal an intensive training on procurement is necessary. Policy making is an essential aspect and requires knowledgeable people to do it. The schools require policies which will provide the staff with guidelines.

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ABBREVIATIONS	
AGM	Annual General Meeting
AIDS	Acquired Immune Deficiency Syndrome
CBO	Civic-Based Organizations
CEO	Chief Executive Officer
COSAS	Congress of South African Students
CPI	Continuous Process Improvement
DA	Development of Appraisal
DAS	Development Appraisal System
DBE	Department of Basic Education
DET	Department of Education and Training
DSG	Development Support Group
ELRC	Education Labour Relation Council
GDE	Gauteng Department of Education
HIV	Human Immune deficiency Virus
HOD	Head Of Department
ICAO	International Civil Aviation Organization
IMF	International Monetary Fund
IQMS	Integrated Quality Management
IWSE	Internal Whole School Evaluation
Jnr	Junior
LTSM	Learner Teacher Support Material
MEC	Minister of the Executive Council
Mr	Mister
MTEF	Medium Term Expenditure Framework
NAPTOSA	National Professional Teachers Organization of South Africa
NCPS	National Curriculum Policy Statement
NGO	Non-Governmental Organization
NPM	New Public Management
OBE	Outcomes Based Education
PAM	Personnel Administration Measure
PDE	Provincial Department of Education
PFMA	Public Finance Management Act

ABBREVIATIONS	
PM	Performance Management
PPPs	Public Private Partnership
PS	Public Service
RCL	Representative Council of Learners
SACE	South African Council of Educators
SADTU	South African Democratic Teachers Union
SAPS	South African Police Service
SASA	South African School Act
SBST	School Based Support Team
SDT	School Development Team
SGB	School Governing Body
SIP	School Improvement Plan
SMART	Specific, Measurable, Attainable, Reasonable, Time frame
SMT	School Management Team
Snr	Senior
SWOT	Strength Weakness Opportunity Threats
TB	Tuberculosis

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1

INTRODUCTION AND OVERVIEW OF STUDY

1.1 INTRODUCTION

This research aim is to devise a leadership programme for public policy implementation within the secondary education sector in South Africa. In particular, this thesis considers ways and means that can be followed by the principal and management team to implement the National Curriculum Assessment Policy Statement in the secondary education in South Africa. Its focus is futuristic in the sense that it would serve as a guide in as far as public policy implementation is concerned. Seen from another perspective, this thesis will identify and put in place an approach that could enhance the chances of successful public policy implementation with limited resources and within a predetermined period.

The study will identify critical perspectives that are impacting on the role of leadership in secondary education. In order to identify which factors play a dominant role in the National Curriculum Assessment Policy Statement, it is necessary to examine and investigate policy making and analysis, organising, staffing, financing, determining work methods and procedures and control. The nature of this study dictates that the research procedure relies heavily on relevant literature study and legislative directives.

Information gained from a literature study is essential as it assists in identifying critical factors affecting school principals in implementing the National Curriculum Assessment Policy Statement. Furthermore, the study will add value to the body of knowledge in Public Administration. It will give insight into what public policy actually is, and the critical factors that are impacting on the role of leadership in secondary education in South Africa.

1.2 BACKGROUND OF THE STUDY

There is increasing recognition that effective leadership and management are vital if schools are to be successful in providing good learning opportunities for students and emerging evidence that high quality leadership makes a significant difference to school improvement and learning outcomes (Conley and Muncy, 1999:51). However, in many countries, including South Africa, a teaching qualification and teaching experience are the only requirements for school principals.

Harries (2002:26) states that schools classified as successful, possess sound school leadership, and further adds that “failure often correlates with inadequate school leadership”. In the 21st century, there is a growing realisation that the school management team is a specialist occupational category that requires specific preparation. Bush, (2008:50) notes the following reasons for this paradigm shift:

- the expansion of the role of school principals in decentralized systems, the scope of leadership has increased;
- the increasing complexity of school contexts: principals have to engage with their communities to lead and manage effectively;
- recognition that preparation is a moral obligation: it is unfair to appoint new principals without effective induction; and
- recognition that effective preparation and development makes a difference and principals are better leaders following specific training.

Taylor (2002:69) concedes that schools are similar with moderate differences in the organisational structures. Schools have a category group of learners and educator

scheduled times for teaching and learning, including all other activities, specific times for starting and closing the school day, and management structures which are mainly hierarchical (Dunklee, 2000:34). The highest position in that school is that of the principal. Thus, the responsibility of managing the school is that of the principal (Van Deventer, 2003: 124).

In spite of the similarities in the organisational and administrative structures of schools, studies have shown that schools are different, one from the other in the way they function as well as the effects they have on the lives of learners. For example, Head's (1999:84-85) report of Rutter, Maughan, Mortimore and Ouston research findings indicate that some schools are superior to others.

The research findings of the report, amongst others, are that schools which perform above average with regard to learners' behaviour have the tendency to perform above average in academic achievement. This means that there is a correlation between learners' conduct and their academic attainment. Head (1999:93) states that, in terms of academic achievement or of behaviour, some schools are better than others, even when they all have similar intakes. It could be inferred that some schools perform better than others in academic achievement as well as behaviour regardless of having comparable intakes.

Dunklee (2000:65) concedes that the differences in learners' behaviour and academic performance are influenced among other factors, by the principal. The principal's leadership style reflects his/her values. The activities of the school are determined by what the principal does (Van Deventer, 2003:109). The principal influences everyone else's behaviour in the school because his/her values are contagious. His/her good sense of ethics instills respect and trust in the system. The principal communicates a powerful message about what is important, how people are to be treated and how the school should operate daily. Ramsey (1999:190) posits that, in an organisation like the school, learners and educators tend to live up to the image of the principal, because no school is high - performing without an effective and efficient principal. The principal should display positive work attitude and a model

of behaviour to be copied by all stakeholders in the school. It implies that the principal is therefore expected to accept responsibility for whatever learners and educators do and lead, both by word and action creating a school climate that facilitates effective teaching and learning.

Wilmore (2002:4) states that principals play diverse roles in the secondary schools. They are responsible for effecting education policy, keeping track of all activities within the school and ensuring that their schools run smoothly. The principal's tasks are divided into two major types: instructional and the leadership roles (Hargreaves and Fink (2003:695).

The instructional role focuses on the training and education of learners by motivating and challenging activities that help learners to grow to become productive people. Hargreaves and Fink (2003:693) opine that the leadership role complements the functional role. The leadership role mainly comprises personnel management (both learners and educators), and decision-making.

Principals differ in their leadership styles of carrying out activities in the schools. Some leaders employ an autocratic leadership style some use democratic style, while others use the laissez-faire leadership style (Mazzarella and Smith, 1989:58). Ramsey (1999:40) concedes that leadership styles are as many as personality types that exist. Some leadership styles are open, some are closed, and some are flexible while others are rigid (Ramsey, 1999:39). Some leaders use a style that is coercive; others use more participatory styles.

Considering the importance of the principal's tasks, his/her leadership style is one of the major factors determining the school climate that is conducive to teaching and learning. Van der Westhuizen (1991:200) contends that the creation of any school climate starts with the principal, and it is reflected in the relationships among educators, between educators and learners, among learners' structures (representative council of learners), commitment of educators to the achievement of school goals and ethos of the school. The principal is in the position to initiate and

maintain ethos and culture he/she requires through his/her behaviour. Taylor (2002:42) concurs with this claim by stating that the principal deliberately models a positive climate in school.

In the light of the above-mentioned information, it is imperative to investigate critical perspectives impacting on the role of leadership in secondary education in South Africa. The study could find ways and means to address leadership challenges faced the principals.

The purpose of the educational change is to help schools to accomplish their goals more effectively by replacing some structures; programmes and/or practices with better ones (Fullan, 1991:15). The principal is in the middle of the relationship between educators and external ideas and people. Fullan (1991:144) concedes that as in human triangles there are constant conflicts and dilemmas. How the principal approaches these issues determines to a large extent whether these relationships constitute significant innovations.

The principals should be change agents and to be successful they should be trained on educational change management. They should be able to facilitate change, help educators to work together, assess and continue with school improvement. Principals who are effectively managing change will impact positively on their schools.

House and Lapan (1978:145) state that many principals expect or state that they are expected to keep everyone happy by running an orderly school, and this becomes the major criterion of the principal's ability to manage – no news is good news, as long as everything is relatively quiet. The principal has no set of priorities but should expect to keep small problems from becoming big ones. His/ hers is a continuous task of crisis management. The principal has limited time to develop or carry out a set of premeditated plans of his/ her own. The principal cannot be a change agent or leader under conditions of uncertainty.

Principals are being asked to change their role and become active in curricular leadership in the school. The role of change agents is far more important than that of

any specific programme innovation (Stiegelbauer, 1991:152). Active principals are directly involved in curricular management, they may not know Mathematics per se or science; but they can be experts in planning, and the educators can consider them as experts in curriculum planning (Dimmock and Walker, 2002:140). The principal has to develop and acquire some expertise in this area. The principal has to work with the departments in the school and help them in planning.

The principals should not lead change efforts single-handedly; they should work with other change facilitators who, in most cases are also making a large number of interventions. The principal, who works collectively with the other change facilitators, makes a successful change happen in the school. The involvement of deputy principal(s), heads of department, and educators in planning and other policy decisions is a feature of the more effective schools. They reflect both degree of collaboration with the principal and delegated responsibilities from the principal.

The principal should understand the differences between leadership and management. Successful principals and other organisational heads do both functions simultaneously and interactively (Fullan, 1991:158). Leadership aspects involve articulating a vision, getting shared ownership, and evolutionary planning. The management function concern negotiating demands and resource issues with the environment, and coordinated and persistent problem coping. Management for change requires the integration of both management and leadership aspects. The characteristics of both management and leadership are essential and must be blended or otherwise attended to the same person or team.

Educational change depends on what teachers do and think. It is as simple and as complex as that. It would all be easy if one could legislate changes in thinking (Sarason, 1971:193). Classrooms and schools become effective when quality people are recruited to teaching and the workplace is organised to stimulate and reward accomplishments (Conley, and Muncy, 1999:200). Professional rewarding workplace conditions attract and retain good people.

Fullan (1991:117) concedes that the conditions of teaching appear to have deteriorated over the past decades; He argues that reversing this trend should be at the heart of any serious reform effort. According to Fullan (1991:117), the educators have become devalued by the community and the public. Teacher stress and alienation from the profession are at an all time high judging from increasing of demand for workshops on coping with stress and the number of educators leaving or wanting to leave the profession. Poor learner discipline causes intolerable conditions for sustained educational development and satisfying work experiences.

1.3 RESEARCH OBJECTIVES AND PROBLEM STATEMENT

Objectives and problem statement of a research project serve related purposes as a compass to a navigator and a road map to an automobile driver. It is imperative to determine right from the onset, what the objective of the thesis is and the formulation of an appropriate problem statement which will assist in keeping the research process focused, relevant and to the point. Furthermore, it is helpful in the sense that the research will concentrate on relevant sources of information. To stress the value and significance of the objective of study and problem statement, postulates that the declaration early in the study of the possible conclusions or recommendations are sometimes regarded as a pitfall. This is in itself a mistake. A researcher should realise that analysis could be an interactive process and that a single cycle of formulation, data collection, and development programme would be unlikely to give the final answer. The setting of the research question and possible conclusions early in the study are essential to guide the study that follows (Fox and Bayat, 2007:51)

The secondary objectives are two-fold. Firstly, the aim of the research is to acknowledge and illuminate the role that policy analysis and the theory and practice of public policy, in general, play in policy implementation. This thesis could thus provide knowledge and skills for principals and other public managers who have to determine how to implement public policy effectively and efficiently to obtain maximum benefits at a reasonable cost. Secondly, it is crucial to describe the policy to be implemented fully, in unambiguous terms for full understanding. It is considered important to identify and describe extensively the distinguishing features

of the study objectives; characteristics that make it different from other public policies. Immediate benefit of this exercise is a deeper comprehension of what the policy entails. Policy analysis identifies critical perspectives that are impacting on the role of leadership in secondary education.

1.3.1 Objectives of study

- the research project attempts to find positive ways and means to ensure that positive critical perspectives are sustained and negative factors are turned into positives;
- to accelerate improved quality to National Curriculum Assessment Policy Statement;
- to add value to the body of knowledge in Public Administration;
- to accelerate educational change management; and
- to improve leadership, management and governance in secondary education in South Africa.

1.3.2 Problem statement

Anderson and Kanuka (2003:61) concede that a well-written problem statement in general indicates the variables of interest to the researcher and the specific relationship among the variables that are investigated. A researcher's main task is to formulate a statement that will capture the spirit and action of the research to be undertaken. Hopkins (1994:83) states that if the problem is well formulated and the objectives of the research are precisely defined, then the likelihood of designing a research study that will provide the necessary information in an efficient manner is greatly increased. This implies that it is essential that any research project should commence with a clear, unambiguous, concise, precise and comprehensive problem statement that would steer and guide the research process up to its logical conclusion (Fox and Bayat, 2007:10-13).

The problem statement declares what the researcher intends to attain. Tuckman (1987:20) provides the characteristics of a well-formulated problem statement as follows:

- it declares the relationship between two or more variables;
- it states the problem clearly and unambiguously and usually in a question form;
- it should state the processes to gather data to answer the specific question(s); and
- it should not present a moral or ethical position.

Based on the theoretical background of a problem statement, it is imperative to relate it to the research study. The problem statement could relate to the phenomenon that critical perspectives impact on the role of leadership in secondary education. Furthermore, the government formulates new public policies to address specific public social problems. In spite of its good intentions, the government could fail to prepare the ground for successful policy implementation. That is, there could be lack of purposeful, focused, and deliberate attempts to train policy implementers and to make the necessary resources available for the successful implementation of the new policy for the distinctive field.

The administrative arrangements to implement education policy did not succeed in implementing the National Curriculum Assessment Policy Statement. For example, textbooks and resources were not provided in time to make the implementation process successful. The province of Limpopo could not provide textbooks to schools and educators are being trained during the implementation (New Age, 17 December 2012). Parents play a pivotal role in the education of their children, but are not being trained to fulfill this function. Indeed, some parents are illiterate and were unaware of the significant new requirements to implement the NCAPS.

Once researchers are sure what the research problem is, it has to be defined scientifically. It should be formulated explicitly and unambiguously. An initial literature review should indicate what direction the research process should follow (Fox and Bayat, 2007:10-13). Therefore, the formulation of the problem should be aimed at the

objectives of the research. Having elucidated the requirements of an appropriate problem of the study may be formulated as follows:

The principals' as well as, their respective school governing members' capacity to deliver effective leadership and governance might be constrained by their own deficiencies and operational environment they face.

Fox and Bayat (2007:13) concede that the research methodology to be applied should be indicated and make decisions on related matters such as the research design, data collection, and analysis techniques and the manner of recording the findings. These will help on decoding on resources to be needed. The research method and research design will be discussed.

1.3.3 Research question

The concerns that school principals', as well as, their respective school governing bodies; capacity to deliver effective leadership and governance in schools might be constrained by their own deficiencies or the operational environment they face, including poor relations encountered by both parties and other stakeholders. In order to find positive ways and means to improve the operational environment of both principals and SGBs. To this end, a research question to address the tenets of this study is proposed. The first priority of this project is to understand to focus on it throughout this thesis.

Research question

- 1. To what extent can leadership and governance framework improve operational environment in secondary education in South Africa?**
- 2. What are factors responsible for poor operational environment faced by principals?**

1.4 RESEARCH METHOD AND DESIGN

It is crucial to understand what research methodology is and how it can be conducted. Methodology refers to the philosophy of the research process (Bailey, 1990:32). Bailey (1990:32) further states that methodology encompasses every aspect of research in the sense that if one intends cooking or roasting meat one will know which methodology to follow and what steps and ingredients to put together to achieve one's aim. Singleton, Straits, Straits and McAllister (1988:1) explain research methods as the study of ways of understanding the world. From another perspective, Brynard and Hanekom (1997:25) explain the strategy for research as follows:

- indicate the methods of data collection;
- indicate techniques for data collection; and
- indicate strategies to be followed during the research.

In the context of this research, the method of data collection consists mainly of literature, e.g. books, documents, articles in newspapers, interviews with experts and electronic media. Research methodology for the research study is extensively discussed in chapter 4 of this thesis.

The strategy to be followed is to collect data relating to public policy, policy analysis, literature on leadership and management in order to investigate critical perspectives that impact on the role of principals and school management teams in the NCAPS implementation.

Research design is a plan for action that is developed by making decisions about four aspects of research. They are the research paradigm, purpose of study, techniques to be used, and the situation within which research will be conducted.

The research project will use qualitative and quantitative methods. Content analysis which is an aspect of qualitative research will be used to analyse policy documents.

1.5 DEFINITION OF KEY CONCEPTS

To avoid misunderstanding and to promote common understanding, it is imperative to define and clarify key concepts used in this research study. Most of the definitions come from public administration dictionaries with emphasis on the shade of meaning that is relevant to the context within the thesis. However, some of the definitions and statements are based on independent arguments of the researcher.

The concept **administration** refers to all those processes that contribute to the successful implementation of public policy which is both a mechanical as well as a scientific enterprise (Mokhaba, 2004:12). Administration focuses on how to perform a function as well as a selection of the best ways to accomplish a predetermined objective. That is, to perform a function in an efficient, effective and economic way. The most appropriate procedures are those that are cost-effective and get the job done within the shortest possible time without changing the initial policy (Morrow, 1975:2). Furthermore, Sherwood (in Eddy, 1983:51) states that administration implies that leaders in government institutions, like in the private sector, have the capacity to make things happen. Consequently, these are similarities in the administrative tasks of both public and private sectors, which is to get groups of employees to work together collectively, particularly in instances where tasks or projects could not be performed individually. In this context of the research project, administration refers to the administration of the National Curriculum Assessment Policy statement.

Assessment means the act of assessing, orally or in writing, the comprehension of learners about what they learnt on their own or what they were taught (Hanks, 1983:86). Assessment may be done by the learner himself/herself, groups of learners as well as facilitators. For example, learners do school based tasks during the year as part of continuous, i.e. formative assessment.

Constitution means the Constitution of the Republic of South Africa, 1996.

Critique, means critical analysis (Thompson (1995:319). In the context of this research, critique refers to the critical analysis of public policy and policy analysis.

Curriculum means subjects or learning areas that are studied or prescribed for study in a school or any programme of activities (Thompson, 1995:330). The concept Curriculum forms the basis for the National Curriculum Assessment Policy which is the education policy. In the context of this thesis, curriculum is much broader in meaning. It encompasses learning areas that are prescribed and studies in a school as well as all the activities that the school prescribes for the learners to participate in, for example, extra-curricular programmes such as sport.

Education means the act or process of education or being educated, systematic instruction, or development of character or mental powers. Miller (1998:300) explains education as the development of knowledge, skill, ability, or character by teaching, training, study or experience. Hornby (2000:401) concurs with these explanations and contextualises the concept when stating that education is a process of teaching, training and learning, especially in schools or colleges, to improve knowledge and develop skills. Education is when an adult accompanies a child to a responsible adulthood. Adulthood in this context means when the child can make decisions for himself/herself.

Educator and teacher are used interchangeably to mean someone who gives intellectual, moral and social instruction, especially to a child or someone who needs education (Thompson, 1995:431). An educator is the practitioner of education who ensures that every learner receives the education as prescribed by the curriculum.

Efficiency refers to the most economic way of achieving the predetermined objective with the resources available. Robbins (2000:47) defines efficiency as referring to the relationship between inputs and outputs.

Impact means the action of one body coming forcibly into contact with another, an effect or influence especially strong (Thompson, 1995:679). Impact implies critical factors affecting the role of a leader in carrying out his/her duties. The impact could have a negative or positive influence. In this thesis, the concept impact is used to identify critical factors that are affecting the role of principals in implementing the

National Curriculum Assessment Policy Statement. That is, the consequences that follows after implementing a policy, which may be positive, if it addresses the public problem satisfactorily, or negatively, if it fails to address the problem and produces harmful effects to the target group or audience.

Implementation means performance of an obligation, put a decision or plan into effect (Du Toit and Van der Walddt, 1999:41). Implementation means turning plans into specific outcomes. In this context, implementation refers to putting a public policy, which is a government statement of intent, into effect. In this regard, it refers to implementing the National Curriculum Assessment Policy Statement.

Leadership is the process of directing the behaviour of others towards the accomplishment of the organization's goal (Smit, Cronjé, Brevis and Vrba, 2007:271). It involves taking the lead to bridge the gap between formulating plans and reaching goals. Mullins (2002:253) defines leadership as a relationship through which one person influences the behaviour or actions of other people. Mondy and Premeaux (1995:345) define leadership as involving and influencing others to do what the leader wants them to do. The research will utilise the definition of leadership by Smit *et al.*, 2007:271).

Learner means a person who is learning a subject or skills; a person who is learning to drive a motor vehicle and has yet passed a driving test. Hornby (2000:731) describes a learner as a person who is finding out about a subject or how to do something. Tullock (1996:868) concurs with the above-mentioned definitions when stating that a learner is a person who is learning a subject or a skill. In the context of this research, learner refers to a person who is learning both a subject and skills.

Management means the process of managing or being managed, the action of managing, the professional operationalisation of co-operative efforts. Wamsley and Zald (in Eddy, 1983:506) concede that management aims at securing the maximum prosperity of the employer, coupled with the maximum prosperity of each employee. Wamsley and Zald (in Eddy, 1983:505-506) emphasise the sociological and

psychological aspects of management when they state that management is about giving orders. From another perspective, Thornhill and Hanekom (1995:13) maintain that management consists of a number of functions or groups of functions.

Organisation means an organised body, especially a business, government institution like a secondary school or charity (Thompson: 1995:961). Calburn (1977:191) elucidates organisation as the framing and marshalling of methods to perform functions, be they public or private. Cloete (1995:53) concurs with Thompson (1995:961) that organisation refers to any public or private institution which is a hierarchy of workers and their supervisors, for example in a bank or school. Mondy and Premeaux (2007:202) define an organisation as having two or more people working together in a co-ordinated manner to achieve group results.

Public Administration is a field of study at tertiary institutions and is studied by students. Public Administration as a field of study was initially regarded by Woodrow Wilson and Frank Goodnow as part of Political Science, dealing mainly with the executive branch. It focuses upon a definable area of study which is the formulation and implementation of public policy. Cloete (1998:274) concedes that Public Administration is concerned with the study of activities performed to create and run public institutions. Public Administration must understand and explain other disciplines which enrich the environment as well as to determine which of them are relevant to its missions. It must evaluate and interpret the contribution made by each of its subfields of study.

Triangulation is the utilisation of more than one research method to interpret the research findings. In this context, triangulation refers to the combination of qualitative and quantitative research methodologies to analyse and interpret data.

1.6 STRUCTURE OF RESEARCH

The thesis takes the form of public policy, policy analysis and Public Administration and the study consists of seven chapters.

Chapter 1 delineates the relevant research perimeter and explains the objective of the research study as well as formulating the problem statement and research question. The research methodologies of the study as well as the research design are discussed. Key concepts used in the research project are explained, defined and clarified within the context of the thesis. The structure of the research and brief explanation of contents of each chapter are stated below.

Chapter 2 focuses on Public Administration and Education landscape in South Africa(SA). The difference between Public Administration and public administration is discussed. Public Administration is a field of study and it is offered by tertiary institutions.

Chapter 3 deals with leadership in secondary schools. The teaching of the outcomes-based education (OBE) as well as the National Curriculum Assessment Policy Statement (NCAPS) is discussed. It also deals with the development of school culture and climate. The importance of appropriate school culture and climate is emphasised. Human resource and financing are discussed as generic functions of public administration. This is followed by the role played by the South African Council of Educators (SACE). Every educator has to be a professional member of SACE and be issued with a permit to teach in the Department of Basic Education. SACE is also playing a major role in ensuring that educators adhere to code of conduct. Strategic planning for the school is explained and discussed. This is followed by the discussion of the whole school evaluation, and leadership.

Chapter 4 discusses qualitative as well as quantitative research methodology. Content analysis which is an aspect of qualitative research method is explained in this chapter. It is an approach used to analyse policy and documents.

Chapter 4 states the processes to gather data and its analysis. Triangulation which is the combination of using qualitative and quantitative methods is discussed extensively.

Chapter 5 focuses on the interpretation and presentation of the results. The salient points of the research study are discussed and research findings formulated. Critical factors that are impacting on the role of the principal will be presented and analysed. The research findings will be identified and motivated. The research findings are recorded and motivated. Triangulation is applied to highlight and strengthen some research findings.

Chapter 6 includes the summaries, recommendations and conclusion.

1.7 CONCLUSION

The chapter only sets out the background, problem statement, research questions(s), definitions and sequence of chapters. The research investigates critical perspectives that impact on the role of leadership in secondary education in South Africa. The principals play a vital role in education and it is imperative that the study investigates the factors that impact on the role of leadership. The research identifies ways and means to address factors that are negatively impacting on the role of leadership. The research will use qualitative research method. It will make use of relevant literature, education legislation, interviews, and observations.

The study attempts to find way and means to improve the operational environment between the School Governing Body members. The generic administrative and managerial functions performed by the principals will be examined.

2

PUBLIC ADMINISTRATION AND EDUCATION LANDSCAPE IN S.A

2.1 INTRODUCTION

The action of public administration has to do mainly with government institutions producing certain products or services to society. The government institutions involved in education among the others is the Department of Basic Education, Department of Home Affairs and the Department of Arts and Culture. Public administration as an activity refers to the work done by officials within the government institutions to enable different government institutions to achieve their objectives. The research study is undertaken in Public Administration, thus it is important that the research contributes to the body of knowledge in Public Administration.

2.2 PUBLIC ADMINISTRATION

The term “Public Administration” (with a capital P and capital A) refers to the academic discipline studied at the universities, and universities of technology in South Africa. The term “public” administration (with lower case p) refers to the activities, both strategic and operational, within the public sector (Du Toit and Van der Waldt, 1999: 120). Within this context, public administration came to be viewed as the activities of the executive agencies of government. In South Africa, there are the national, provincial and local spheres of government (Constitution, 1996, section 41, Chapter 3).

According to Du Toit (2005:5), public administration is “that system of structures and functions, operating within a particular society and environment, with the objective of facilitating the formulation of appropriate government policy, and the efficient execution of the formulated policy”. Roux (1997:9), indicates that the public administration implies “... a combination of generic functions and functional activities”. The generic functions of public administration can be subdivided, for analytical purposes, into policy-making, organising, financing, staffing, determination of work procedures and control (Cloete, 1986:2). These generic administrative functions are reflected in table 2.1. The generic administrative functions are also regarded as higher-level (order) functions (Roux, *Brynard, Botes and Fourie*, 1997:9). These generic functions are increasingly used at the higher levels of the hierarchy of the public service, namely by management, and are concerned with producing goods or rendering services. Examples of functional activities are the building of roads, providing postal services and providing health services. The generic functions are thus enabling process.

Table 2.1: Functions performed in an administrative executive institution

Generic administrative and managerial functions				
Conceptual (initiatory and innovative) and directive functions	Managerial functions	Auxiliary functions	Instrumental functions	Line functions/functional activities
<p>Policy making and analysis</p> <ul style="list-style-type: none"> Identifying needs Preparing legislation, regulations, instructions and other directives Analysing existing policies and systems <p>Organising</p> <p>Devising and improving structures – macro and micro</p> <p>Staffing</p> <p>Devising systems Preparing legislation and other directives</p> <p>Financing</p> <ul style="list-style-type: none"> Devising financing systems Preparing directives on financial affairs Audit arrangements Reporting to governmental and legislative institutions and office bearers <p>Determining work methods and procedures</p> <ul style="list-style-type: none"> Preparing procedure codes/manuals Overall work study systems Productivity improvement systems <p>Controlling</p> <ul style="list-style-type: none"> Devising control systems and directives Reporting to political office bearers/institutions and legislatures Setting standards for services and products Devising auditing systems 	<ul style="list-style-type: none"> Planning Programming Monitoring and evaluating Setting duty inventories for units and individuals Constructing and operating communication systems Leading Motivating Training Assessing performance Maintaining discipline Counselling Reporting on personnel systems and individuals Costing/Cost-benefit analysis Preparing draft estimates and income and expenditure Accounting Checking and improving methods and procedures Devising methods and procedures Applying standards prescribed Checking on quantity and quality of products Reporting (feedback) 	<ul style="list-style-type: none"> Research Conducting public relations Providing legal services <p>Notifying functions</p> <p>Publishing the official gazettes and other publications</p> <ul style="list-style-type: none"> Constructing and maintaining information systems <p>Collecting data, processing and retrieving</p>	<p>Personal</p> <p>Decision making</p> <p>Communicating:</p> <ul style="list-style-type: none"> Writing Reading Speaking <p>Conducting meetings</p> <p>Negotiating</p> <p>Impersonal</p> <p>Provisioning of:</p> <p>Offices Workshops Laboratories Furniture Equipment Motor and other transport Uniforms Stationery</p>	<p>For example occupational/professional work for:</p> <p>Building roads</p> <p>Nursing patients Providing health services</p> <p>Transporting goods</p> <p>Educating citizens</p> <p>Conserving the environment</p> <p>Providing library services</p>

Source: Thornhill (2012:87)

According to Cloete (1986:2), the generic administrative functions will always precede or accompany the functional activities. The public service has, within the administrative and functional activities, the task of executing public management functions to promote effective public administration. The main function of the public service is to render service to its citizens through the execution of public administration functions, such as policy-making, which also entails implementation (Gildenhuys and Knipe, 2000:56).

According to Cloete (1986:2), policy-making is closely interlinked with the other generic functions (organising, control, work methods and procedures and financing) of public administration. The classical view of public administration is that policy is determined by political leaders and implemented by administrative leaders within the public service (Gildenhuys, 1988:9). Policy involves action as well as inaction, and is often referred to as a desired state of affairs, through specific proposals. For instance, the desired objective of the public service is the effective implementation of public policy (Van Niekerk, *Van der Waldt and Jonker, 1998:150*). Wessels and Pauw (1999:27) argue that the real core of public administration is the provision of the services to the public through the effective implementation of public policy. Such services are, for example, police services and educational services to learners of primary, secondary and tertiary institutions.

The leaders in the public service should have the necessary interpersonal skills, as well as knowledge about the specialised functions in public administration to direct the generic administrative functions (tools or means) (Du Toit, 2002:62). This is important, so that the predetermined institutional goals of service delivery to society can be realised in a meaningful way.

The public management function is regarded as an integral part of public administration (Du Toit and Van der Waldt, 1997:16). For example, public management gives direction in the form of leadership to the administrative conduct of public servants. Public servants are required to execute government policies

effectively and efficiently. During the execution of public administration, environmental influences interact continuously and impact on service delivery outcomes.

2.3 PUBLIC MANAGEMENT AS AN INTEGRAL COMPONENT OF PUBLIC ADMINISTRATION

Hughes (2003:45) considers the public management functions to be merely a continuation of the practice of public administration. Rhodes (2003:48) re-iterates that public management is a continuous activity, only made possible by public administration. Public management can be seen as the execution of different categories of functions, categorised as delivery (managerial/operational) functions, auxiliary functions, and instrumental functions. Du Toit (2002:5) states that public management, as a component of public administration is very important. In this respect, public management is the skill of converting resources into and products used by society. This conversions take place when the management, auxiliary, instrumental and line functions are executed. Public management, however, does not comprise the whole ambit of public administration but is used to denote a minute part of the very broad subject of public administration (Du Toit, 2002:5).

In this regard, Roux, Brynard, Botes and Fourie (1997:10) indicate that “public management becomes a human capability to perform public administration effectively”. In fact, public management is a social process, which requires aspects such as judgement, decision making, guidance and motivation. The object of the exercise called “public management” is to manage public resources in such a way that public goods and services are delivered to an individual, group, community and society in an efficient, responsive, sustainable way.

Therefore, the external and internal environments of public management should be managed efficiently and responsively to ensure optimal benefit to society. Daft (1988:8) concedes that public management is “the attainment of institutional goals”,

such as the achievement of service delivery objectives. They ought to be attained through the public management functions of planning, leading and controlling institutional resources. In this regard, Smit and Cronjé (2003:88) state that planning means defining goals for future departmental performance and deciding on the task and use of resources needed to attain such goals. A lack of planning or ineffective planning can impact negatively on a department's performance. This in turn will hamper service provisions to communities. In the case of the Department of Basic Education lack of planning could result in the non-delivery of teaching materials. This could hamper the teaching programmes.

Leadership is an increasingly important management function in the public section (Smit and Cronjé, 2003:255). Leaders ought to communicate departmental goals to employees and then to ensure that their departments achieve their goals. Leaders should infuse employees with a desire to perform well. Du Toit (2002:5) indicates that the leader should make policies, plan, organise, motivate, control and evaluate. The leader ought to apply certain management skills in the execution of public management functions. The leader should also undertake strategic management and policy analysis, to assist the task of managing within the public service. Moreover, the leaders should make use of supportive technologies and techniques. For example, information and communication technology could be used to promote effective service delivery. In an era of change and growing diversity, such as is the case in South Africa, the ability of the leader to shape the institutional culture, communicate departmental goals, and motivate employees, is critical to promoting service delivery by the public service. Leadership is discussed extensively in chapter four.

From the discussion above, it is evident that public administration and public management are not synonymous. The outcomes of public administration, in the form of policy enable public management to take place. Public management involves different functions, such as leadership to achieve objectives with its maximum efficiency, as well as accepting responsibility for results. These elements were not

present in the classical public administration model in which management was not considered important.

2.4 LEADERSHIP IN CONTEXT OF PUBLIC ADMINISTRATION AND SERVICE DELIVERY

The evolution of the leadership discourse in public administration may be divided into three overlapping phases (Ogawa and Bossert, 1997:5). In the first phase the tendency was to ascribe leadership to the politicians. As part of the second phase the tendency was to regulate the act of leadership towards managing complex functions of the public service. The third phase public services began the challenging task of reforming their governments along the principles of effective governance.

The leadership construct was seldom used to describe administrative leadership which referred to public servants. The basic assumption was that public servants were involved in the administration of state regulation and provision of public service, in accordance with prescribed rules and procedures in public administration. The shift from a procedural orientation has been marked by the utilisation of the leadership construct as an element in the overall public management function for managing complex institutions in the public service. This shift embodied an awareness that public servants within the public service had to lead the process that would transform the public service so that it was better able to follow the policy direction provided by the political leaders. The focus in this context was on exercising some form of autonomy in institutional functions. This shift is clearly evident in the South African public service.

With a departure from the initial “administrative sciences” orientation, the tendency in this area was to regulate the act of leadership towards having to manage complex internal institutional and operational functions of the public service (Service Delivery Review, 2002:17). When this new construct appeared in the NPM literature, it

encouraged leaders to take greater responsibility for their decisions and actions and to exercise autonomy in shaping the public service to serve specific and defined policy orientations. This emerging shift was reflected in the notion of “governance” and increased emphasis was thus placed on the leadership within the public service. This is rooted in the understanding that effective leadership requires ongoing engagement with policy imperatives and essential governance engagements. This implies a commitment to engage responsibly with substantive policy issues and provide active leadership on the strategic value, location and operations of the public service (Service Delivery Review, 2002:20).

According to Gildenhuis (1988:9), political and administrative leaders are mandated by the people to guide and oversee affairs of the public service respectively. This guidance takes the form of public policy. The public service is essentially a vehicle for the delivery of services according to public policy to society. This furthermore means that public service reform should be about the improved implementation of public policy to promote and deliver (Service Delivery Review, 2003). A clear focus on accountability to the public is required, if reforms in the public service are to be effective. Moreover, a consistent review and analysis of policy implementation is to facilitate service delivery. The emphasis should be on effective governing practices, such as accountability, participation, openness and transparency, which are the key to regaining public trust in the provision of public services. According to Kaul (2000:52), many public services in recent decades have experienced a crisis due to a lack of legitimacy. This should to be addressed by winning the public trust. It can be argued that this can only be done through re-invigorating the public service. Kaul (2000:52) indicates that there is no more apt a place for this re-invigoration to begin than at the level of policy-making and implementation and the involvement of the public therein.

In this regard, efforts are indeed being named by the South African public service to promote public participation and responsiveness (Service Delivery Review, 2003:25). Furthermore, innovative governance approaches focus on improving strategies to

promote service delivery. In the latter half of the twentieth century, many countries have begun the challenging task of reforming their governments through effective governance. Leadership in the public administration views policy making as a complex function of interaction among all kinds of actors: individuals, private sector, government and social groups, such as civic institutions.

It is empirically wrong to assume that only one actor has, by definition, the central position in policy-making and policy implementation. The policy implementation process entails the translation of policy into action. In this regard, the traditional assumption that government is the central change agent of society and is able to control social functions has had to be done away with. However, effective and legitimate policy making is to a large degree dependent on the capacity of government to stimulate processes of co-operation between the various stakeholders.

Peterson and Deal (2002:53) state that recent studies suggest that the degree to which government succeeds in co-operating with relevant non-governmental actors is a strategic variable of successful policy-making. Most actors involved in policy-making are dependent on other actors. Although government may have the authority to decide, it may lack the financial means or the expertise to carry out the project. Governance is therefore more than institutional design in public administration. It considers the interaction between both the public and private institutions. Governance concentrates on issues such as transparency, control, and accountability. The South African Schools Act, 84 of 1996, is an effort by government to ensure effective governance in secondary education in South Africa.

Governance underlines the increasing inter-dependence among different governmental spheres. According to Rhodes (2003:48), this refers to the relationship between the three spheres of government (national, provincial and local). In the school situation it is between the school management team (SMT) and School Governing Body (SGB) members. A range of factors, such as the transfer of policy competencies away from national government and increased institutional

fragmentation within the state, has exacerbated tensions within the South African government (Service Delivery Review, 2004:80).

Within the context of this study, it can be argued that governance denotes a conceptual or theoretical representation of the social systems and the role of the public service in that process. In the light of the above-mentioned information, it can be argued that governance in public administration can be defined as the study of the structural and procedural manifestation to its external, internal, social, political, economic and technological environment.

Governance highlights the development of new instruments of policy implementation with the capacity for transferability. For example, with Public Private Partnerships (PPPs) there can be transference of skills, from the service provider to public servants. Governance in public administration demands that flexibility and institutional learning be an ongoing process. Governance provides a suitable conceptual and theoretical framework for analysing the attempts to increase inter-institutional policy making and policy implementation in public administration.

A new public management

Since the mid-1980s there has been a transformation in the management of the public service of advanced countries (Hughes, 1988:3). There was a shift from an administrative to a managerial mode of operating. This gave rise to a phenomenon referred to as New Public Management (NPM) under its various names: “entrepreneurial government”, “managerialism” and “market-based” public administration is management focused. This suggested that a new paradigm was impacting on the classical public administration model (Turner, 2002:1493) and challenging classical administrative views of the structure and the functions of public services.

Rizvi (1989:151) concedes that the importance of leadership in the public service, deals with the interpersonal aspects of a manager’s job, as well as with change and

inspiring, motivating and influencing employees to achieve the goal of the public service. Leaders through their actions and personal influence need to produce change, often to a dramatic degree, such as transformation and reform in the South African public service delivery.

New Public Management (NPM) is outcomes-based and citizen-oriented, focusing on empowering leadership, while holding it accountable (Peete, 2001:14). Another important feature is that it sets explicit standards and measures of performance. The focus is placed on performance appraisal and efficiency within the service (Fitzgerald, 1995:95). There is greater emphasis on output control and desegregation of units, which mainly entails decentralising authority to local government. In this way, the public service is brought close to the public whom they serve (Craythorne, 1997:91). Furthermore, decisions are made closer to the point of delivery, and thus increasing efficacy of service allocation.

There is greater competition in the public service and a greater use of private sector management techniques. Other important phenomena are the use of quasi-markets and the contracting out of services, whose purpose is to promote cost cutting, achieve output targets, have limited-term contracts, promote monetary incentives and allow the freedom to manage. Furthermore, there is greater discipline and distribution of resource allocation. Other common features include entrepreneurial government, which includes such function as empowering communities to be actively involved in public service delivery rather than the public sector simply delivering services. Within the NPM paradigm, governance is the capacity of leadership to get actions performed, by applying various principles, functions and involving different role-players, such as the private sector, civic-based organisations (CBOs) and citizens in public service delivery (Rhodes, 2003:48).

NPM focuses on a set of values such as productivity, competitiveness and quality, which are considered to be crucial (Ferlie, 1996:10). There is an emphasis on downsizing, a search for excellence and public service orientation. This logic

underlines the core values of public administration (efficiency, effectiveness and economy) without replacing the traditional values of legality, impartiality and equality. It aims to develop partnership practices, combat corruption, and promote citizen participation in public affairs. Hood (1995:93) argues that its objective is to turn public administration into a tool for development and social change. The emphasis throughout is on open performance and greater concern for the general welfare of society by promoting moral values and civic trends.

Public service reforms began in the 1980s in the United Kingdom, United States, Australia and New Zealand (Kickert, 2002:1472). The public service systems in countries such as the United Kingdom have adopted more “managerialist” and “business-like” approaches to public administration within the new public management (NPM) framework to promote efficiency and effectiveness in service delivery. Kickert (2002:1472) indicates that the British public services systems have introduced techniques of business administration in the public service. For instance, it has adopted a greater service and client orientation, and introduction of market mechanisms and competition into its public service. This trend originated in developed economies, it has been extended to both transitional and developing economies, including South Africa.

It can be concluded that a public service based on administrative concepts is very different from one based on management principles. The classical model of public administration has gradually been replaced by the NPM paradigm, but this has proven to neglect the principles governing the public sector and has now lost its supporters. The classical model is inadequate in promoting service delivery outcomes in the current complex society. Within the new, expanded and broader approach to public administration, leadership and governance are integral components. It focuses on achieving results and taking responsibility for doing so. This redefined form of public administration involves a change in the role of government in society and in the relationship between government and its citizenry. The outcomes of the new

approach are to deliver services for the improvement of the general welfare of society.

One of the most conspicuous trends in governance is the need to internalise public service reform, in keeping with the NPM paradigm. Public administration appears to be converging around the paradigm (Peter and Pierre, 1998:223). According to Ingram and Smith, (1993:87), NPM is based on management sciences and public choice theory. Ingram and Smith, (1993:87), consider NPM as a collection of more flexible strategies in terms of service delivery. The enhancement of the measurable and monitoring capacity of government over public service delivery actually lies at the core of NPM.

Van der Waldt (2004:8) states that good governance is an important aspect of NPM. The Constitution of the Republic of South Africa, 1996 stipulates that public administration should adhere to a number of principles, including that:

- A high standard of professional ethics be promoted and maintained;
- Services be provided impartially, fairly, equitably and without bias;
- Resources be utilised efficiently, economically and effectively;
- People's needs be responded to;
- The public be encouraged to participate in policy making; and
- It be accountable, transparent and development-oriented.

These principles promote continuous improvements in the quality and equity of service provision. Van der Waldt (2004:9) concedes that improving the delivery of service means redressing the imbalances of the past and a shift away from inward – looking, bureaucratic systems, processes and attitudes, as well as a search for new ways of working which put the needs of the public first.

In public governance, the context of democracy plays a crucial role, as does the external orientation in the socio-political context (Rhodes, 2003:53). The complexity of social policy networks leads to the recognition that the public service is not in a

position to “steer” such functions unilaterally and hierarchically. However, governance cannot be separated from its institutional context, which is the public service and functioning of public administration.

It is argued that governance is an approach to strengthen the public service, and to make it more responsive to the needs of the society. In this respect, leadership and governance are two components of public administration. It is in effective governance that the efficiency concerns of the public administration and NPM, combined with the accountability concerns of leadership for service delivery performance can be identified.

Leadership deals with issues that relate to the influencing of subordinates to focus their efforts on the attainment of the organisation’s goals. Managers need to grasp the nature of leadership and its importance as a management function, and understand its components. This chapter will not discuss the aspects of leadership, as well as the difference between management and leadership. They are discussed in chapter four of the research. It is important for the study to discuss policy making, organising, delegating, controlling and determining work methods and procedures to be able to identify the role of the principal in the school setting. Staffing and financing will not be discussed in this chapter as they are explained in chapter four of this thesis.

2.5 POLICY MAKING AND POLICY ANALYSIS PERSPECTIVE

There is no single definition of policy which is universally accepted. Many academic authorities in the field of Public Administration have come up with different definitions. For example, Ranney (1968:07) defines policy as “...a declaration and implementation of intent”. According to Hanekom (1987:07) a policy statement is the making known, the formal articulation, the declaration of intent or the publication of a goal to be pursued? Policy is thus indicative of a goal, a specific purpose, a programme of action that has been decided upon. Public policy is a formally articulated goal that the

legislator intends pursuing with society or with a societal group. Peters (1993:04) posits that public policy is the sum of government activities, whether they are undertaken officially or through non government agents to influence the lives of citizens. Policy is a statement that provides a guide for decision making by members of the institution charged with the responsibility of operating the organisation as a system (Bates and Eldredge, 1980:12). The definition of Ranney (1968:07) implies that consensus has been reached as to what should be done to society. This agreed upon intention is communicated to the public as well as the aim of the measures required to be put into practice.

The definition of Hanekom would mean that government must put in writing its aim with a particular matter. The government should not only state the aim, but the process or processes to be followed to achieve the stated objective should be clearly spelt out. The aim, which is usually revealed with a pronouncement by a government office bearer, is to address an issue or issues that affect society as a whole or part thereof.

Peters' (1993:4) definition requires that government should apply its mind to problems that plague society and formulate appropriate steps that will remedy the situation. Remedial activities may either be carried out by government itself or nongovernmental organisations (NGO) acting on behalf of the government. It is vital that the actions taken should aim at improving the living conditions of citizens.

Lastly, the definition of Bates and Eldredge (1980:12) means the management of an organisation is directed with written statements which will guide the running of the institution. From this perspective, an institution that is run as a particular system may be a private company, a school, a town, or a state. The provision of guidelines can influence the institution to run orderly and systematically.

Each of the definitions or approaches implies some aspects of policy. Each views a policy from a different perspective and defines it accordingly. Features that are described or implied by the definitions are:

- authorities are unanimous that something should be done for society.
- a policy should be communicated in writing;
- every policy is focused on a particular recurring society problem or problems;
- a policy should spell out steps or processes to be followed for its implementation;
- a policy is implemented by government or its agent;
- a policy serves as a guide to promote efficiency and effectiveness in governance; and
- a policy is the identification by government of a public need and a resolution to do something about it (Mokhaba, 2004:78).

In the light of above-mentioned information a policy can be defined as a purposeful, intentional and goal directed statement by a government or one or more of its institutions to attain one or more specific objectives. It could also indicate the process to be followed by all spheres of government through different departments and other state organs to successfully implement it. The main purpose would be to improve the living conditions of the citizens

After examining what public policy is, it is imperative to understand why it should be studied. Both the researchers and students of Public Administration, study public policy because it concerns issues and decisions that affect them as citizens. Over and above this, studying policies allows for an overview of the workings of the whole political system, including political institutions and the informal elements of the political and public opinion formation. Theodoulou and Cahn (1995:02) postulate that the study of public policy is that it is the product of language usage either written or oral. In both language forms of policy making, argument is central. With the aforementioned understanding of the meaning of policy and policy making, it is necessary to look on how policies come about.

2.5.1 Policy formulation

Policy making is a range of activities performed to create a policy. Policy making is the identification of activities to be undertaken to solve a public problem. Brown and Pyers (1998:50) argue that government has to accept that identification of a public problem is essential for preparation of its agenda for policy making. Thereafter, it has to decide what is to be done with each identified public problem. Peters (1993:53) further concedes that this stage of policy making could be called policy formulation, which is a mechanism devised by government to solve a public problem. It is important that during the education policy formulation phase, pertinent and acceptable proposed courses of action are developed to deal with a problem. Thus, it is decided what should be done to address the problem, (Van Niekerk, Van der Waldt and Jonker, 2001:95).

The principal plays a pivotal role in policy formulation in the secondary schools within the framework of the national education policy. He or she has to consult with school management team (SMT) and school governing body (SGB), other educators, learners and their relevant structures to identify a problem that they need to solve, for example, to formulate a code of conduct for learners. The principal has to use his or her knowledge of the Bill of Rights in the Constitution of the Republic of South Africa, 1996. During the policy formulation phase, the principal will consider the inputs that are not in line with the Constitution and the South African Schools Act of 1996, to ensure that they are excluded in the school policy.

It is essential that in the education policy formulation phase, various alternatives to address the specific problem should be assessed in terms of their benefits, cost implications, and feasibility (Van Niekerk, Van der Waldt and Jonker, 2001:95). Furthermore, Bouser, McGregor and Oster (1996:48) state that there are several alternative ways of which one can go about analysing policy options and making rational decisions. Mokhaba (2004:80) concedes that they are similar, but each uses

peculiar keywords to describe its particular framework. Policy formulation is necessary as it indicates how the code of conduct of learners is formulated. The under mentioned issues require specific attention.

2.5.2 Establishment of the context

There are challenges to public managers in initiating policy. Problems that may arise in this area are that managers can manipulate this information to coincide with their personal convictions and value judgements and thus convey information selectively (Van der Waldt and Du Toit, 1997:210). The following questions can be used as a guide for public managers and policy makers:

- what is the issue?
- what is the environmental paradigm that is relevant to the issue?
- what categories of population are affected by the issue?
- are there conflicting goals, and if so, what are they?
- are there current issue networks involved in policy discussion?
- who has primary control of action on issue? Does the problem have a possibility of an acceptable solution?

(Bouser, McGregor and Oster, 1996:48). These above-mentioned questions are necessary as they provide the context of the education policy.

2.5.3 Formulation of the problem

Formulating a policy to solve a specific problem is critical. This phase deals with such questions as: What are the sources and background of the underlying problem? What are the objectives to be accomplished? How can the problem be clarified and constrained? How can it be ensured that the problem has been differentiated from symptoms (Bouser, McGregor and Oster, 1996: 48). During the formulation of policy, a specific problem will indicate the nature of the problem. It also suggests ways and means of the possible solution of the problem.

2.5.4 Search for alternative solutions

The policy analyst needs to be careful to avoid starting with a preconceived idea of the preferred alternatives. The analyst should consider a variety of factors when one begins the search of possible solution to a public policy problem. Some of the questions that should be asked are: What further information is required to consider relevant alternatives? Is sufficient data and other important information about the problem available (Bouser, McGroger and Oster 1996:49)?

It is the role of the principal to ensure that school management team (SMT) should search for alternative solutions to the problem. The principal should consult experts in law such as attorneys and human rights officials in order to finalise a Code of Conduct for learners as one example of ensuring that the policy is clear and complies with the Constitutional principles.

2.5.5 Setting the policy

To be effective, policy analysis must not only find a proper course of action to obtain clear goals. The findings must be accepted and incorporated into a decision. This stage can involve a number of different levels of approval such as the minister in charge of a government department, the top official of the department or empowered subordinates (Bouser *et al*, 1996:51). Theodoulou and Cahn (1995:85-87) state the commonly agreed stages of public policy formulation as follows:

- problem recognition and issue identification: this phase draws the attention of policy makers to a circumstance that could be an issue requiring government action;
- agenda setting: if the issue is recognised to be a serious matter it requires agenda setting for further action;
- policy formulation: proposals are formulated for dealing with issue;
- policy adoption: proposals are considered to select one to be the approved policy;

- policy implementation: at this stage it must be decided what action should be taken by every sphere of government and even members of the public involved to give effect to the approved policy; and
- policy analysis evaluation: this involves examining the implementation consequences of every policy to establish whether it will deliver envisaged results (Theodoulou and Cahn, 1995:86-87).

The stages of education policy formulation are crucial as they contribute to the comprehension of the public problem to be addressed. In addition they offer an opportunity to refine the policy and to prepare for its implementation.

2.5.6 Context of policy making and implementation

The process of policy making and implementation cannot be separated from the social and physical environment and the context within which they take place. It is therefore crucial to understand how specific policies prevail over others. Theodoulou and Cahn (1995:91) concede that the overall context of the contemporary public policy is governed by a number of contexts. The first context is history. The policy history for a specific issue could importantly limit new policy options because policy changes take place in a context provided by past policies. The current education policy known as NCAPS had replaced the OBE system and the NATED 550 that preceded it as it affected the formulation of the policy not in operation.

The second context is formed by the environmental factors. From the environment come demands for policy action; namely, support for both the existing overall political system and its educational components. However, the participants could also propose amendments. Such proposals could limit action by the policy-makers. The environmental context is the composite of cultural, demographic, economic, social, and ideological factors. Common values and beliefs help to influence the demands made upon policy-makers. If such values and beliefs are commonly held, then greater

public acceptance for the policy retentions or amendments could be experienced by decision makers.

It is important to understand how public opinion can lay boundaries and direction of policy while the social system attunes policy makers to the social forces that are salient in terms of both demands and support. Those people who possess economic power through their control of economic resources also possess undeniable political power which raises their demands and support for policies to the level of a priority. The institutional context needs to be understood. The institutional context, which involves both the formal government institutions and structural arrangements of the system, also affect the formulation and substance of public policies. Ideological conflicts may arise between liberally minded and conservatively minded politicians over the nature of governmental action which can affect policy debates in all areas (Theodoulou and Cahn, 1995:90-92). A final context is the budgetary process, for no public policy can be implemented without financial provision.

According to Peters (1993:53) a number of policy choices have to be considered by policy analysts who will apply analytic techniques to justify one policy choice over others. Cloete (1998:139) concurs with this viewpoint where he states that a number of functions have to be performed in policy formulation. These functions that have to be performed include identification of a dysfunctional situation on which policy has to be made, investigation of matters requiring new policy or policy adaptation. The process of policy making could involve a number of role players as well as institutions. For example, government functionaries, research institutions, commissions of enquiry, committees of the legislature, advisory institutions attached to legislatures, and executive institutions. Hanekom (1987:20) concurs with Cloete's (1998:139) view when he concedes that the initiative for public policy making is undertaken by legislative institutions, public officials, and interest groups, the cabinet, select committees, caucus of the ruling party and commissions of enquiry, political office bearers and the ministers in charge of government departments. The ministers play a pivotal role in the policy making process. Public officials, by virtue of their

executive roles and expert knowledge also play an important role in policy making. Other significant participants in policy making are the top and middle level public officials who act as advisors on policy, policy formulation, policy implementation and policy monitoring by comparing results with intentions.

It is vital for members of the public who are interested in or affected by a proposed policy to participate in policy making because those people are the major beneficiaries or sufferers of the end product. Based on this, Ingram and Smith (1993:8) state that policy can have an important independent effect on political mobilisation and participation. From another perspective, Ingram and Smith (1993:95) explain that government can, by designing or unwittingly, use policy to trigger consciousness of public problems, create constituencies, and affect the behaviour and influence of individuals and groups. In the case of education, the government which came into power in 1994 became aware of the deficiencies in education as far as the formerly disadvantaged groups were concerned. Thus new policy initiatives were adopted to rectify the situation.

This authority that is wielded through policy may be helpful or damaging to democratic participation. The ability to mobilise support outside the public sector to influence government policy is critical to citizens in a democracy. Cloete (1998:139) writes that policy making involves the interaction between the public and political executive office bearers, legislatures and officials who have to perform the policy making functions. Cloete and Wissink (2000:27) also emphasise the importance of participation and public choice in policy making. Furthermore they concede that policy making should incorporate opportunities to excise choices and explore rational options. Public participation in policy making is also in keeping with democratic principles. Hence, policy making should make it possible for public participation in all spheres of government.

Public participation in education policy making may take place in different places and forums. In this respect Cloete (1998:139) posits that the interaction may take place at

meetings of the public and political office bearers, meetings between representative of interest groups and political office bearers, public meetings and statements during elections, media campaigns, intimidation brought to bear by interest groups on political office bearer, and institutionalised interaction for which advisory bodies have been created and attached to public institutions. Public policy making should be a systematic and an orderly process. This nature of policy making is clearly discernable in the functions involved in obtaining information. For example, to present information with which the policy is to be decided upon should be quantified and qualified. Cloete (1998:139) states that information needed for policy making to provide housing for the poor will include the exact needs of the poor and their abilities to make their own contributions. Peters (1993:54) postulates other ways in which government may act to solve public problems.

Policy making processes are not confined only to the public sector but could also take place in the private sector. On account of the different nature of each sectors, their policy making process are bound to differ, however, the aims of policy making have the same objective. That is, to provide clear guidelines on how to address a public problem and clear guidelines on how to run a private company profitably. Van Niekerk, Van der Waldt and Jonker (2001:90) state another distinguishing feature of a public policy from a private policy. Public policy differs from the policy of private sector organisation in the sense that it is authoritative. Public policy can be enforced on specific members of society, a specific sector or society as a whole through instrumental of coercion.

Policy formulation can originate from anywhere in an institution. Furthermore, policies have a high probability of coming into existence without the benefit of rational analysis. For instance, anyone in an institution may propose a policy. However, it will have to be supported by the management and ultimately by the minister before it could be translated into action. One of the basic criteria to test the need for a policy is that it should cover a recurring or repetitive condition. This primary criterion must address a real need and guide action that will attain objectives. In addition, policy

formulation is a costly matter as it has to be supported by thorough research and a cost benefit analysis should be done. .

Every undertaking in the public sector should have a policy to justify its existence. Nevertheless established decisions could persist long after the reasons for the adoption and circumstances disappeared. This is known as an established tradition of an institution. In the case of education the role of the education is no longer an issue.

Policy may also come into existence as a result of an arbitrary pronouncement of an individual. This is known as policy by fiat. This happened in the case of the consolidation of tertiary educational institutions under the late Minister of Education, Kader Asmal. The major setback of such a pronounced policy is that it may lead to frustrations because subordinates could need to go to the source of the policy to obtain definition and clarification of its existence and purpose. Furthermore, it could be regarded as coercion as no consultation took place, hence lack of cooperativeness on the part of the subordinates.

Groups of people within an institution who interact in completing given assignments develop internal policies that represent the expected patterns of behaviour within the group. Consequently, these policies represent norms that have to be observed by everyone affected by that policy, for example, schools and parents in the case of primary, secondary and tertiary education. It should be noted that group norms are not subjected to the rational policy formulation process. However, they serve effectively as guides for action and decision making to give effect to the formulated policy. Group policies are fluid as they may be modified as the membership of the group change. This has happened in the case of Minister Naledi Pander when she succeeded Kader Asmal as minister of education and later minister Angie Motshekga.

2.5.7 Types of policies

Policies may be differentiated on the basis of their scope; for instance, operative or philosophical. A philosophical policy might be that area suppliers have to be supported. For example, an operative policy could specify that when two bids for the supply of goods or services to public institutions are not significantly different, the local bidder's offer must be accepted. Policies may be classified according to origin, development or imposition. Originated policies are those that stem directly from strategy. These policies are formulated in anticipation of problems, and the results of planning. Developmental policies are the results of encountering unexpected problems. Bates and Eldredge (1980:204) state that imposed policies are produced by the pressure of groups external to the institution, such as non – governmental institutions.

Van Niekerk, Van der Waldt and Jonker (2001:91) state that public policies can be divided into three broad categories; namely, domestic or national, foreign and defence. With regards to domestic or national policy, one can further differentiate between regulatory, distributive and redistributive policies. According to Lowi (1995:15-16) these categories of policy are as follows: distributive policies are those that are commonly considered pork barrel projects such as agricultural subsidies; regulatory policies are focused on the control of individual conduct by direct coercive techniques; while redistributive policies require politicians to redistribute resources from one group to another.

A second type of policy provides either tangible resources or assigning substantive power to the beneficiaries. It may also impose costs on those who may be adversely affected. However, symbolic policies have little material impact on individuals and bring no real tangible advantage or disadvantages. These refer to policies to promote ethical conduct and cuts corruption.

Theodoulou and Cahn (1995:07) argue that policies may be classified as either substantive or procedural. Substantive policies state what the government intends to do (actual plans of action), and they state objectives according to advantages and disadvantages, cost and benefits. In contrast, procedural policies indicate how something will be done or by whom. Another way of classifying policies is to ask whether a policy provides collective goods or private goods. Collective policy may be viewed as providing indivisible goods, in that if they are provided to one individual or group, they must be provided to all individuals or groups. In contrast, private policy may be seen as including divisible goods. Normally, such goods are broken into units and charged for on an individual beneficiary basis.

Based on the political nature of public policy making, such policy may be classified as either liberal or conservative. Liberal policies seek government intervention to bring about social change, while conservative policies oppose such intervention. Another way of defining policy is routed on the assumption that political behaviour is goal oriented or purposive. Thus policy means a statement of actions calculated to achieve stated goals or purposes (Salisbury, 1995:34).

Turton and Bernhart (1998:03) state that there are two approaches to policy making. The first one is incremental approach and the second one is called the rational approach.

The incremental view of strategic management assumes that so little of a realised strategy that managers should not focus the efforts in strategic management on deliberate strategy. Instead, according to this perspective, they should concentrate on how a stream of largely unplanned and uncontrolled events determine the strategic path on organisation follows through unrealised and emergent strategies (Miller, 1998:37-38). Incrementalism is described as a decision model which asserts the propensity of institutions to move in a small steps because of disagreements on primary values or policy objectives, and the difficulty of gathering and processing data on which to evaluate a range of policy options (Schulman, 1995:128). That is, the

strategy of incrementalism is one of continual policy readjustments in pursuit of marginally redefined policy goal.

Rational planning is a process on a system for logically approaching the task of identifying the ends of an organisation pursues and determining the means by which those ends can be reached. According to the rational planning perspective, the means by which these ends are best pursued is strategic programming, a process designed to translate strategic intentions into manageable agendas for action (Miller, 1998:39). The rational approach prescribes procedures for decision making that would lead to the selection of the most efficient means of achieving policy objectives.

There are criticisms that are levelled against the weakness of the rational approach. They led to the development of an alternative model which was premised on the assumption of incrementality. Thus it was called the incremental approach. This approach portrays policy making as a political process which is characterised by bargaining and compromise amongst decision makers. This approach advocates that development of policies is a process of making successive limited comparisons with previous familiar decisions on a step by step and in a small degrees manner. Hence, decisions arrived at by following these approaches are marginally different from the existing (Turton and Bernhardt, 1998:03).

The above-mentioned types of policies serve various significant aspects of community life. In this regard, Ingram and Schneider (1993:69) maintain that different types of policies attract different patterns of political participation. Viewed from another perspective, Wissink, (2000:57) considers policies as tools that move society in the direction of desired objectives. In South Africa the democratically elected government, had to consider different alternatives to eradicate the injustices of the past concerning education. In addition, provision was also made for Adult Basic Education.

2.5.8 Role players and factors in policy formulation

On account of the fact that policies affect the whole spectrum of the society, people from different walks of life should and could contribute to policy formulation. Based on this fact, policy formulation should take care of the needs and aspirations of different categories of people. For example, farmers, sportsmen and sportswomen, religious groups and academics have different interests and aspirations regarding different kinds of policies. The afore-mentioned groups of people could request that policies be viewed from different perspectives to cater for the needs of all.

Many role players take part in policy formulation. Some are more important participants in this regard than others. Policy formulation in the public sector is by nature a political activity. The politicians play both leading and prominent roles in policy formulation. On the negative side, politicians are not as good at formulating solutions to public problems as they are at identifying problems and presenting lofty ambitions for society to solve them. This is due to the fact that politicians are elected on democratic grounds and not necessarily on the basis of expertise in a particular area. Expertise is essential in policy formulation as the success or lack of success of a policy depends to some degree on its technical characteristics, as well as its political acceptability (Peters, 1993:54).

Cloete (1998:113-137) concur with Roux, Brynard, Botes and Fourie (1997:144-152) on institutions and factors that influence policy formulation:

- public bureaucracy;
- think tanks;
- interest groups;
- members of legislative bodies;
- circumstances or the environment;
- needs and expectation of the population; and
- political parties.

The public officials

The appointed public officials are responsible for translating the aspirations of political leaders into attainable concrete proposals. That is, governmental officials are central to policy formulation. Cloete (1998:36) states that political executive office bearers are well placed to influence the policies of the institutions entrusted to them. They have at their disposal expert officials to advise them. Furthermore, these office bearers are leaders in the legislative institutions which have a final say in policy issues.

The office bearers are not only policy makers or participants, but are also masters of routine and procedure, which are both strengths and weaknesses. On the positive side, government bureaucracies know how to implement procedures and how to develop programmes and procedures to achieve goals. On the negative side, Van der Waldt (2004:23) states that knowledge of routine and procedure have a tendency to stifle creativity.

Government has developed formulas to respond to public issues. To reinforce this strategy, in some areas agencies are responsible for advising government on policy formulation. Cloete (1998:136) indicates the role played by research institutions such as Human Sciences Research Council on policy formulation. Nevertheless, he cites one of these institutions' weaknesses as the danger of placing their own wishes and aspirations above those of the legislature or the elected representatives. For example, these institutions could acquire a position of power and ignore the actual needs of citizens. This unfortunate state of affairs occurs because the legislatures and the executive office bearers delegate their responsibilities due to the fact that they do not have sufficient time and requisite knowledge of policy issues. However, the administrative executive institutions by and large take the initiative in drafting legislation, with the aim of adapting their activities to meet some circumstances.

Peters (1993:55), states that in the USA an increasing number of federal government employees have professional qualifications. With their expertise, government bureaucrats help agencies to formulate more effective solutions to public problems. The professional training of these employees tends to be more focused and narrows

the scope of expertise. For this reason, a concentration of professionals in an agency will tend to produce only incremental departures from existing policies. Over and above, public management itself is becoming more professionalised. Consequently, the main reference group for public managers will be other public managers. However, this will narrow the range of bureaucracy responses to matters needing policy adaptations.

The contribution made by government officials to policy formulation. He is of the opinion that some officials are experts in their work (Cloete, 1998:137). He further states that these officials are well positioned to notice weakness in either the public policy or in the implementation thereof. These officials will then bring their discoveries to the attention of their supervisors so that omissions or discrepancies can be rectified.

In the public policy formation process there are institutional as well as non-institutional actors. This is confirmed by Theodoulou and Cahn (1995:201) when they state that policy is what the government says and does about perceived problems. They postulate that policy-making is how the government decides what will be done about perceived problems, thus, policy-making is a process of interaction among governmental and non-governmental actors. Based on this, policies are formulated by government officers as well as by people who are not employed by government. In this respect, Majone (1989:9) concedes that citizens, legislators, administrators, judges, experts and the media- all contribute their particular perspectives to policy formulation.

2.5.9 Think tanks and shadow cabinets

Their different perspectives regarding the think tanks and shadow cabinets are necessary for the vitality of a system of government by discussion. Significant sources of policy formulation are “think tanks”. In most cases, these institutions consist of professional policy analysts and policy formulators who usually work on

contract for a client. The “think tanks” tend to be more creative and innovative than public institutions. Such an institution could be requested by a public organisation to solve a specific problem. Reports produced by “think tank” have an element of respectability attached to it as it is produced by one or more experts. These reports from “think tanks” are paid for by the public institutions who could be tempted to apply their findings. Hence, the reports could have a substantial impact on policy formulation.

The “think tanks” have an inherent weakness in that the experts who constitute them have an unfortunate tendency to tell their clients what they want to hear. Consequently this state of affairs creates a serious ethical problem: What are the boundaries of loyalty to truth and loyalty to the client? Notwithstanding this shortcoming, “think tanks” could play a crucial role in policy formulation and their influence could undoubtedly be significant (Stone, 1996:9).

Of the three important “think tanks” in the United States of America (USA) on policy formulation, two dominant ones are the Brookings Institution and the American Enterprise Institution. These Institutions published policy matters extensively in an attempt to influence elite public opinion. The Heritage Foundation is the third “think tank” which gained prominence during the term of office of President Reagan (Peters, 1993:56). In South Africa we have the Mbeki’s Forum for Public Dialogue and the Steven Friedman’s Institute as “think tanks”.

Universities also serve as “think tanks” for government. This evidence can be indicated by the growing number of public policy schools and programmes across the country. The universities train existing and future officials on the art of governance. In addition, programmes provide a place where scholars and former practitioners can formulate new solutions to public problems. Reference can be made to developments in the United States of America. Moreover, to the policy programmes, specialised institutions such as the Institute for Research on Poverty at the University of Wisconsin and the Joint Centre on Urban Studies at Harvard University, develop

policy ideas concerning their specific policy areas. Thornhill (2012:156) concedes that various international institutions provide policies or standards that must be observed by all states. For example the International Civil Aviation Organization (ICAO) and the international Labour Organization (ILO) can prescribe standards which all member states must respect. Stone (1996:10), states that, on account of the fact that bureaucrats take expert advice from these institutes seriously, their influence on policy issues is enormous. Interest groups are the next factor which influences policy formulation and is elucidated in the following section.

2.5.10 Interest groups

Interest groups could also influence policy formulation. A number of associations have been created by members of the population with similar interests. For example, workers, traders and industrialists have created such associations. These groups from time to time approach government on policy matters, either to propose a new policy or an amendment of an existing policy or the scrapping of an unfavourable policy. Mokhaba (2004:95) states that the aim of the interest groups is to secure tangible benefits for their members through policy adaptations. In particular instances they are represented in policy formulating bodies where their vote could count. Representation enables interest groups to be a force to be reckoned with because they are in a position to bring pressure to bear on legislator, e.g.: Treatment Action Campaign (Cloete, 1998:136).

Interest groups participate in policy formulation by identifying public problems and applying pressure on government to attend to these problems. In addition, interest groups provide solutions for identified public problems. Thereafter, it is up to authoritative decision makers to accept or reject policy proposals of interest groups. Generally, policy choices which are advocated by interest groups tend to be incremental, conservative, rarely produce sweeping changes and serve self-interest (Peters, 1993:57).

2.5.11 Members of legislative bodies

Members of legislatures play a significant role in policy formulation. A number of them involve themselves in serious policy formulation activities. Just like the public interest groups, parliamentarians have interests in reform rather than in incremental changes. They both use advocacy and formulation as means of furthering their careers by adopting roles as national policy makers instead of emphasising constituency service (Peters, 1993:57-58). In the USA there has been a continuing growth in the size of congressional staff, both personal staff of congressmen and the staff of committees and sub-committees. These personnel help congress in undertaking research and drafting for policy formulation. In this way, they contribute to rectify a serious imbalance between the power of Congress and that of the executive branch (Cochran , Mayer, Carr and Cayer, 993:2). However, in South Africa this tendency cannot be detected. Officials in government departments are subjected to uncertainty regarding their terms of office.

Circumstances and the political, economic, social and global environments in which a policy is formulated had an influence on it. The circumstances and its influence will now be discussed.

2.5.12 Circumstances and environment

Circumstances refer to factors affecting the environment as a whole in which the government operates. It includes the state of community life with regard to economic, technological and social matters (Thornhill, 2012:124). Apart from the above mentioned factors that have an influence on policy formulation, geographical and climatic conditions also have a role to play. For instance, the Minister of Finance could increase value added tax to contribute to the efforts to combat inflation, or transfer funds from one note to another to assist the farmers during drought. The Minister of Education may introduce amendments to the education policy to improve the quality of literacy of learners. Economic policies could be introduced to protect

the balance of payments, increase import control, and allocated quotas for import and export purposes. Dry climatic conditions and land that are not arable have necessitated the formulation of policy with regard to conservation of water and forestry. Other factors that influence policy on the state of community life and call for adjustment of education policy are technological developments, population increase and urbanisation, crises, natural disasters, unrest and depression, international relations, and economic and industrial development (Cloete 1998: 133-134).

Each technological development has its own influence on policy formulation. For example, the ever-increasing number of motor vehicles on the roads has forced the Ministry of Transport to formulate policies that relate to licensing of vehicles and drivers, compulsory insurance, traffic control, tarred roads and tollgates. Population increase and urbanisation also necessitate formulation of appropriate policies to deal with health services, housing, and water, protection against pollution of water and air, and slum clearance (Cloete, 1998:105). Such policy adjustments for stated matters could necessitate adaptation of education policies. In education technological development can reduce the way of doing administrative work, e.g. using computers to produce worksheets and work schedules.

It is the responsibility of the government to take action to prevent or at least relieve suffering and hardship during crisis periods. For example, the government should take the necessary economic approaches to avoid an economic decline. During floods, and after powerful thunderstorms and earthquakes, the government has to provide assistance to the communities adversely affected. War or civil unrest also forces government to come up with policies to counter the forces fuelling unrest. Intergovernmental relations as well as international relations impact on a number of policies. For example, South Africa takes part in the following international institutions: United Nations, the International Civil Aviation Organisation, the Universal Postal Union and the International Monetary Fund. The activities of these institutions influence the national policies of each member state.

In a similar way technological developments require a properly educated and trained public personnel corps. Technology, for example, demands the ability to read, write, use the computer and be able to communicate with counterparts in the business sector (Mokhaba, 2004: 98). It is therefore important that policies are formulated to capacitate members of society to participate in developing the public service sector to provide technologically driven services, e.g. electronic application for visas, electronic payment of pensioners and electronic promotion of grade 12 exam results.

Economic and Industrial development also influence policy formulation. For example, a community that is economically and industrially developed could require more public services than a developing community. Hence, policies must be formulated in keeping with the demands of economic and industrial development (Cloete, 1998:134). The needs and expectations of the populations will be discussed.

2.5.13 Needs and expectations of the populations

Public institutions are established to address specific needs and justified expectations of populations. Normally, the public will become aware of a need and then the public or interest group will make representations to government for the need to be satisfied. For example, secondary schools may request that learners who take drugs be treated; commerce may request the lifting of restrictions on imported goods and request the introduction of a state lottery. Bass (1998:45) concede that, to address all these needs and expectations, policies must be formulated to give effect to appropriate activities.

It is imperative that adequate money is made available for government to be able to address relevant public needs and expectations. Thus, the more the public demands are acknowledged, the more money is needed to pay for consequential public services. Since the main source of income of the government is tax, taxpayers will have to pay more tax for increasing public service. Cloete (1998:135) states that this is a paradox because the population prefers to pay less tax, but satisfying more demands will bring about higher expenditure. Responding to higher public needs and

expectations could necessitate increase in tax, such may be obtained through income tax of value added tax. Expenditure may also be financed through either pay principles or paying for the resource directly as is the case of most such as where parents pay for specific education related services.

State departments have been established to address diverse needs and expectations of the population. For example, the Department of Health is responsible for the health-care of the population while the Department of Basic Education provides quality education to grade 12 learners. To respond to needs and expectations of the population, numerous public corporations and research institutions have been established to cater for the needs of the population which cannot be met by state departments. It is also important to note that the activities of state departments, corporations and research institutions are governed by policies which are often substantiated by law. It could be argued that politically recognised human needs and expectations influence policy (Bass (1998:45)

Policies of political parties will be explained in the following section

2.5.14 Policies of political parties

Both in democratic countries and one-party states the leaders in the executive structures of political parties govern. The ways in which they govern their countries are based on their policies. It is therefore possible that when a new political party wins an election and thus comes into power, it could introduce policy changes. The changes could affect the activities of various private and public institutions (Cloete, 1998:135). the democratic elections of South Africa which took place 27/28 April 1994 required a re-engineering of the South African policy framework. In the period 1994-2004 more than 700 pieces of legislation were passed to establish a new policy framework.

Although policy changes could be introduced by a new political party when it comes into power, most public institutions could continue as before the elections or even

coup d'état. For example, the Department of Basic Education could continue with routine work such as the registration of learners, teaching and learning. In addition, police, prison and defence services will always be needed although the emphasis in prison services could change to correctional services and the police could be required to adopt a more lenient approach when dealing with unrest. However, the policy concerning the provision of the services could change in keeping with the policies of the new ruler(s). Amongst the other matters which could change when a new political party or ruler takes over the government, are priorities. Although a new government will still need police services, its priority might shift from urban to rural areas. It could nevertheless be accepted that the policies of political parties and their leaders will influence policy formulation intensively (Bass, 1998:120).

Numerous new policies have to be formulated when a drastic change occurs in government. For instance, when a democratic government came into power in 1994, it had to change nearly every facet of the South African society. It had to, amongst others eradicate injustices of the past, such as differentiated education systems. It could thus be stated that the current educational system could be expected to deviate significantly from past educational policies. The education policy is aimed at empowering formerly disadvantaged communities, bridging educational gaps and providing a work force capable of rendering equal services to all members of society efficiently and effectively.

2.6 ORGANISING

Organising consists of classifying and grouping functions as well as allocating the group of functions to institutions and workers in an orderly pattern so that everything the workers do, will be aimed at achieving predetermined objectives (Thornhill, 2012:166). Organising entails establishing structures, each responsible for a particular functional area and grouping certain functional activities within specific structures. Policy objectives should be achieved in this way. For plans to be successfully implemented, someone must perform the necessary tasks or work to attain the school's outcomes (Smit and Cronjé, 1999:209).

Organising is the process of creating a structure for the school that will enable its members to work together effectively towards achieving its outcomes (Van Deventer, 2003:109). Organising involves developing actions or mechanisms that will contribute to the realisation of the institution's outcomes. It is the implementation of planning and is an indispensable step in the management process of the school (Van der Westhuizen, 1997:161). Organising is the function most visibly and directly concerned with the systematic co-ordination of many tasks of the school and, consequently, of the formal relationships among the people who perform these tasks (Smit and Cronjé, 1999:209).

Organising is an indispensable step in the management process of a school for the following reasons:

- it leads to an organisational structure that indicates clearly who is responsible for which task as it clarifies the staff's responsibilities;
- accountability implies that the responsible staff members will be expected to account for the outcomes of the tasks that they are responsible for as accountability links results directly to the actions of an individual or a group;
- clear channels of communication are established ensuring that communication is effective, and all information required by employees to perform their jobs effectively reaches them through the correct channels;
- organising helps with the meaningful distribution of resources;
- the principle of synergy enhances the effectiveness and quality of the work performed;
- the total workload of the school is divided into activities to be performed by an individual or a group of individuals;
- organising means systematically grouping a variety of tasks, procedures and resources, because the organising process entails in-depth analysis of the work to be done, so that each person is aware of his duties;

- the related tasks and activities of employees are grouped together meaningfully in specialised departments so that experts in various fields can deal with certain tasks; and
- the school structure is responsible for creating a mechanism to co-ordinate the entire school (Van Deventer, 2003:109).

The principal should ensure that the learning areas/subjects offered are grouped properly to enable the Heads of Department to manage the NCAPS, for example, Accounting, Business Studies and Economics can be grouped together in commerce departments, while Mathematics, Life Sciences and Physical Sciences may be grouped together. The HOD responsible for the department can be able to provide resources to educators.

The principal should make sure that the workload is equally distributed to all educators. The school time table should accommodate workloads of educators accordingly so that it is clear who is responsible for which tasks.

The school is directed towards attaining its aims and outcomes of creating a culture of effective teaching and learning.

The basic principles of organising

Organising in the context of school is based on the principle that tasks should be carried out effectively by the educators and supporting staff to ensure the cultivation of a culture of teaching and learning. The process of organising is based on four principles. Stated differently, the way in which tasks and resources are distributed among individuals or departments to set a plan or strategy in motion are specialisation and division of work, departmentalisation, organisational structures and the establishment of relationships (Marx, Reynders and Van Rooyen, 1993:279). The basic principles underlying effective organising are discussed below.

2.6.1 The principle of specialisation and division of work

Specialisation in this context refers to the way in which a task is divided into smaller units. The advantage of specialisation is that specialised knowledge or skills will improve effective teaching and learning. Fair work distribution is necessary to maintain order in a school. It is done within a formal framework in which various activities are grouped. Each teacher's duties and responsibilities are clearly defined in terms of the aims and outcomes of the school. The outcomes of specialisation are the division of work into manageable units. In this regard the principal is required to ensure that each educator and every other staff member operate within clearly defined areas of work.

Departmentalisation involves forming departments, which is, grouping activities that logically belong together. For example, grouping Business Studies, Economics and Accounting under the Department of Commercial Sciences. The same procedure can be followed to group subjects or learning areas, e.g. in a typical secondary school the following departments are established, Mathematics and Mathematical Literacy, Arts and Culture, Natural Sciences.

The creation of organisational structures involves a process which analyses, groups, creates, divides and controls the planned outcomes of the school. In the case of secondary schools, the structure is as follows: The school governing body (SGB), School management team (SMT), School Based Support Team (SBST), Teacher component, and Representative Council of Learners (RCL), Administrative Staff and Public service (PS) Staff. The structures mentioned above are coordinated by the principal. It is the responsibility of the principal to ensure that the organisational structures are effectively managed.

Establishing sound relations in a school is regarded as of the utmost importance

2.6.2 Organisational structures

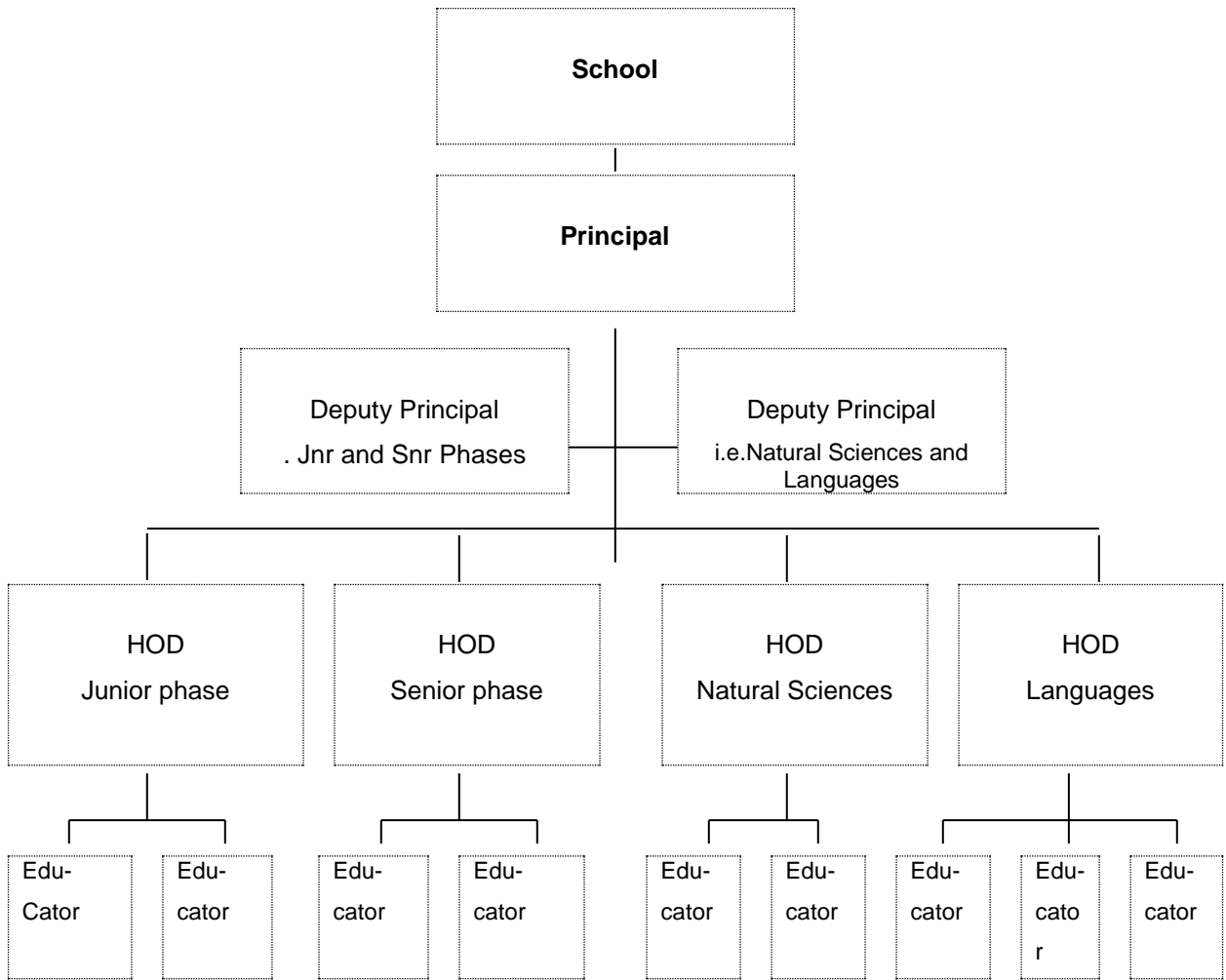
An organisational structure is usually represented schematically as an organogram. Organisational structures are line, line-and-staff, and functional in design (Van der Westhuizen, 1997: 164-169).

2.6.3 Line organisational structure

Figure 3.2 illustrates a line organisational structure. This is the most common form of organisational structure. The principal of a school is the figure whose authority extends from the highest to the lowest, that is from staff to learners. Van Deventer (2003:111) refers to this structure as a “top-down” or hierarchical management structure. The following are characteristics of the line organisational structure:

- authority is vested one figure, from whom staff receive instructions, and to whom they are responsible;
- the deputy principal or head of department is in charge of specific assignment; and
- the lines of authority are clearly defined, and each person’s task and responsibility are clearly mapped out.

Figure 2.1 Line organisational structures



Source: Van Deventer, 2003:112

Table 2.2: Steps in the organising process

Steps		Actions
1	Obtain comprehensive information about the nature and scope of the teaching and learning work and activities to be organized	<ul style="list-style-type: none"> ▪ Use planning information ▪ Clearly state applicable outcomes and policy prescriptions
2	Identify and analyse all the teaching and learning work and activities	<ul style="list-style-type: none"> ▪ Examine activities or work that must be performed to achieve the outcomes
3	Divide the work and activities into meaningful departments or groups	<ul style="list-style-type: none"> ▪ Group similar or related activities so that they are carried out by specific people or in specific departments
4	Divide the activities of departments or groups into meaningful tasks	<ul style="list-style-type: none"> ▪ Every staff member takes responsibility for a specific task or tasks ▪ Create posts for the execution of the various tasks ▪ Give a clear task description to each member of staff
5	Allocate authority and responsibility and establish relationships of authority	<ul style="list-style-type: none"> ▪ Each staff member must know his duties and responsibilities ▪ Assign an authority to carry out each task ▪ Know what the relationship with other staff members should be
6	Allocate the necessary resources, and communicate all decisions and arrangements	<ul style="list-style-type: none"> ▪ Include people, physical facilities and finances ▪ Follow standard procedures ▪ Determine the place of work ▪ Imposed time restrictions

Source: Van Deventer, (2003:117)

2.6.4 The organising process in a school

The process of organising is the work that the school management team (SMT) in the school performs by arranging the workload, assigning the work necessary to achieve the outcomes of the relevant departments and activities, and then providing the necessary co-ordination to ensure that these departments and activities fit together as units working together to achieve the outcomes of the school (Smit and Cronjé, 1999:214).

Arranging the workload for teachers involves the setting up of a framework or structure in accordance with which the work (teaching and learning) is to be carried

out so as to accomplish the outcomes of the school. That is, creating a culture of teaching and learning. Organising usually consists of the following steps (Hess, 1992:140).

2.6.5 Challenges in organising

Problems can occur in all organisations if the management task of organising is not carried out effectively. Such problems include the following:

- highly qualified and highly paid staff members spending time doing work which does not require their specialised training, expertise and experience; e.g. the diagnostic procedures regarding learners with learning barriers;
- responsibility, authority and accountability are incorrectly balanced, resulting in the uneconomical division and/or duplication of work; e.g. the demarcation of phases, grade 8 and grade 9 as a senior phase separated with grade 7; and
- unnecessary reports, statistics and records are maintained; e.g. quarterly reports on infrastructural conditions.

The interaction between organising and planning, decision-making and problem solving is important. Like planning, organising is an integral and indispensable component of the process of management. Without organising, the successful implementation of plans and strategies would not be possible, and the outcome of creating a culture of teaching and learning would not be reached (Botes, 1994:88). Thus, it is important for all employees of a school to be *au fait*, with all the policies applicable to the work environment. These include the broad education policy as well as the specific school's policies concerning *amongst others*, ethics, discipline and extra – curricular activities.

2.7 DELEGATING

Once the division of work in the school has been completed, and has been structured into departments and units, responsibility and authority must be allocated to each

post in the school structure. In this phase the principal needs to make specific rules. The principal should use the guidelines stipulated in the Personnel Administration Measure (PAM document). It is therefore necessary to delegate the work to a specific person who is responsible and has the necessary authority to do the work.

2.8 CONTROL

Controlling is an important function of public administration (Draft, 1998:9). Controlling also determines whether the public service is on target towards its goal and making corrections if necessary (Cloete, 1986:180).

Du Toit and Van der Waldt (1997:15) state that control is exercised to ensure that all administrative and functional actions are carried out effectively and efficiently to achieve objectives. By carrying out the generic administrative processes, public officials are not only able to do their work, but they also have specific regulations (guides) for functioning efficiently and producing products or services to society effectively and efficiently. These regulations are policies, acts, procedures and standards.

The generic administrative function of control will be discussed from an education perspective. Control entails the management process through which education managers ensure, by means of assessing and regulating the teaching and learning work in progress, those deviations from or failures of planned activities are kept to a minimum so that the school's outcomes may be accomplished with as little disturbance as possible (Stoner and Wankel, 1986:574).

During the planning stage of the school's activities, the aims and outcomes, and the methods for attaining them are established. The control systems are put in place. The control process entails measuring progress towards these aims and outcomes. This enables the principal and staff members to detect deviations from the plan in time so as to take corrective action before it is too late.

The most excellent plans can be formulated, impressive structures designed and teachers motivated to realise the outcomes, but this will still not ensure that the activities will proceed according to plan, and that management and staff have formulated will in fact be realised. An effective education manager is someone who follows up the planned activities and sees to it that the activities that need to be done are in fact carried out, and planned outcomes thus attained. Control cannot be the sole responsibility of the principal. Each educator and other staff member of a school has the obligation to be involved in the control process through continuous monitoring and evaluation, thereby ensuring that every employee is engaged in the process of realising the outcomes of the school. (Cooley and Shen, 2003:10-15)

2.8.1 Planning and control

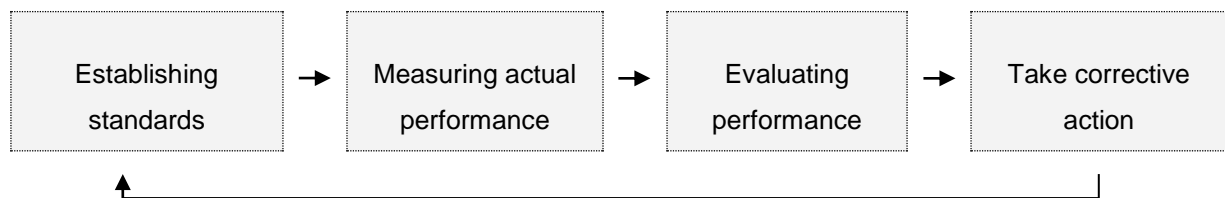
Control is complementary to planning because, apart from revealing deviations, it also indicates whether plans should be revised as a result of environmental and other changes (Smit and Cronjé, 1999:398). It can be argued that control is only effective if the plans on which it is based are properly formulated. Control is the regulatory task of administration in that it enables the actual policy implementation. It is an important measurement aid in the execution of plans and it measures the performance of the whole school. The officials who do the planning are not always the policy implementers, but they must communicate with each other for both planning and control to be effective.

According to Buchel (1993:136) a control system will indicate to management whether activities are proceeding according to plan. A control system will indicate whether something unexpected has happened, and therefore whether activities are proceeding according to plan or not. This may compel management to adjust their plans. A control system will indicate to the management whether the situation has changed completely, and therefore whether or not there will be the need to devise a new plan.

2.8.2 The process of control

Planning involves informing staff of what the management wants to achieve in the future. The task of control is to determine whether policy implementation was effective. Control also requires an organisational structure that is complete, integrated and clear. Any type of control and any control technique fundamentally involve the same basic process and steps (Stoner and Wandel, 1986:574).

Figure 2.2: The control process



Step 1: Establishing standards and methods for measuring performance

The first step in control is to establish standards and methods for measuring performance at strategic points. The close relationship between planning as a management function and control as an administrative function implies that control begins at the planning stage. From this perspective, control means that a plan may be revised and resources be directed. In the case of a school, the strategic planning such as year programmes; e.g. assessment plan is a managerial action and admission implies a procedure to determine the requirements regarding numbers.

Step 2: Measuring actual performance

Data collection and reports on actual performance, that is, the practical measurement of the performance, is a continuous activity. Another important requirement regarding the observation of performance and results achieved is that the reports must be reliable. Unless they are accurate, control will be ineffectual. The personnel in management should ensure that time lapse between performance and measurement is reduced to a minimum so that deviations may be spotted as early as possible (Van der Waldt, 2004:36). Performance in a school should be measured as follows;

learners should be given quarterly controlled tests and informal assessments, this will assist the management about the teacher-learner performance inter-departmentally.

Step 3: Evaluating performance

The evaluating phase comprises the identification of the disparities between actual performance and standard set. It is also essential that the management know why a standard has only been matched, and not exceeded, or even why performance has been much better than the standard. According to the nature and magnitude of such deviations their causes may have various forms. For example, in one case, the causes may be fairly obvious, while in another they may be so obscured that they cannot be identified even after assiduous research. Consequently, it is impossible to make generalisations about the causes of disparities between actual performance and standards. For a school it is important to evaluate performance in terms of its pass rate, but also in terms of its quality results.

Step 4: Taking corrective action

The fundamental approach to corrective action is to take steps to attain performance standards or to improve them, and to ensure that deviations do not recur (Van Deventer and Kruger, 2003:130). If the actual achievements tally with the standards, no corrective action is needed, provided that standards have, in fact, been objectively set. If not, the management has a choice of three possible actions:

- the actual performance can be improved to reach the standards;
- strategies can be revised so as to reach the set standards; and
- performance standards can be lowered or raised to make them more realistic in view of prevailing conditions.

In relation to a school's situation it could be stated that the performance standards should be measured against Bloom's taxonomy of assessment to improve the achievement of learners' results.

2.9 DETERMINING OF WORK PROCEDURES

Determining of work procedures involves drafting specific instructions to be followed to carry out specific actions. These instructions are found in legislation and regulations arising from legislation. At national sphere of government, the legislature determines the procedures to be followed in carrying out certain activities, for example, the Department of Basic Education (DBE).

The Department of Basic Education determines the procedures applicable to the implementation of the National Curriculum Assessment Policy Statement (NCAPS). The Constitution of the Republic of South Africa, 1996 stipulates that public administration should adhere to a number of principles, including that:

- a high standard of professional ethics be promoted and maintained;
- services be provided impartially, fairly, equitably and without bias;
- resources be utilised efficiently, economically and effectively;
- people's needs be responded to;
- the public be encouraged to participate in policy-making; and
- it be accountable, transparent and development-oriented.

In order to implement the NCAPS, the secondary education institutions should ensure that the systems are put in place to serve as a guide for educators. The principles of recording and reporting are important activities. The principles of recording and reporting, amongst others, are:

1. recording of learner performance is against the assessment task and reporting is against the total mark obtained in all tasks completed in a term. The promotion of a learner is based on the composite marks obtained in all four terms.
2. it is imperative that teachers show in their files that they have covered all the formal tasks set.
3. the schedule and the report card should indicate the overall level of performance of a learner, and

4. those teachers must report regularly to learners and parents on the progress of the learners. Schools are required to provide feedback to parents on the performance of assessment using a formal reporting tool such as a report card.

The principal must ensure that the school management team provides the staff with work schedules, lesson plans, assessment policy, subject policy, and time tables. The HODs should ensure that required documents for all subjects or learning areas are issued to the respective educators; e.g. the lesson plans, work schedules, subject policies and pace setters.

The school management team should have a school's year plan which indicates the activities and implementation time frames. The school management team should draw the management plans showing how they are going to effectively monitor the implementation of the Curriculum Assessment Policy Statement.

2.10 PUBLIC ADMINISTRATION AND THE EXTERNAL ENVIRONMENT

The practice of public administration involves carrying out a series of actions across the whole spectrum of government activities. Particular circumstances prevail when and where the actions take place. These circumstances are the result firstly of the influence of one or more environmental phenomenon on the environment, secondly, of the influence of the environment on society; and thirdly of the influence of the environment on the specific place where the actions take place.

The environment of public administration is extensive and consists of a number of diverse environmental phenomena. Some of these phenomena are external and others are internal to government institutions. Du Toit and Van der Waldt (1999:120), define the external environment as the environment that is outside an institution and that can influence the internal environment and the activities of an institution from time to time and from place to place. To understand the environment of public

administration, people need to know exactly what it entails in the context of public administration. Cloete (1991:85-89) refers to a number of factors which could influence policy-making. He does not make a definite classification of these factors. However, it is clear from his discussion that factors from the whole spectrum of the environment can emerge at a particular time and place and influence policy. Fox Schwella and Wissink (1991:12-23) also focus on the issue of environment in the context of public administration. They make a clear distinction between a general environment and a specific environment. The general environment consists of everything that is external to the institution and that can constantly influence the management of those institutions. By contrast, the specific environment is the concrete manifestation of more general environmental factors and it directly influences the availability of resources needed by the institution.

The environment of public administration is the whole world-environment in which the government struggles to function. According to McCurdy (1977: 174), the environment is the basis of the problems confronting government institutions. McCurdy (1977: 174), describe environment as the sum total of the existing social, economic and political circumstances which cause problems for policy makers. The influence of the environment is determined by place and time. Thus, there may be times when the environment phenomena have no influences on public administration during a particular period. The opposite will be true at another time and pace.

Public administration as being concerned with handling public matters and the management of public institution in such a way that resources are used efficiently to promote the general of the public (Van der Waldt and Du Toit, 1998:13). Public administration is a field of study while public administration as an activity refers to the works done by officials within the total spectrum of government institution to enable different government institution to achieve their objectives. It is the work done by public servants and the electorate's representative with a specific purpose, namely to meet needs by providing products and services in the area concerned. Du Toit and Van der Waldt (1998:8) concede that the action of public administration has to do

mainly with government institution producing certain products and or service to society.

Governments are expected to render certain services to society because individuals cannot meet some of their own needs in specific situations. Public administration enables public officials in government institutions to do their work, for instance, nurses and medical practitioners in the Department of Health to offer health service. Teachers in the Department of Education to teach curriculum delivery to the communities they serve. Thornhill (2012:32) posits that the Constitution of the Republic of South Africa, 1996, demands that the state provides service to the citizens. These guarantee the rights and privileges of the citizens of South Africa. The activity of public administration entails divisions has sections and units such as a recruitment sector and a casualties section in the personnel division. In the light of the above-mentioned information, it is imperative that Public Administration is linked with education landscape in South Africa.

2.11 CODING AND DOCUMENTARY

Before documentary analysis is explained, the coding system for each document that is to be analysed will be defined. The words, sentences and paragraphs are analysed so that the interpretation can permit the drawing of conclusions and their verification. The assigned codes are tags or labels for assigning units of meaning to the descriptive or inferential information from content analysis. This data analysis will use a pattern coding system. This coding system is self-explanatory and inferential; and it identifies an emergent theme, configuration or explanation of the data. It is a manner in which to group summaries into a smaller number of sets, themes or constructs. The chapter also includes the use of the qualitative analysis documentation form, indicating the specific data used; the procedural steps, the decision rules, analysis operations, the conclusions drawn and the researchers' comments to ensure clarity. The codes and their meanings will be at the appendix.

2.12 THE PRINCIPAL AS A MEMBER OF THE SGB

The Chief Executive Office of the South African Council of Educators (SACE) (Brijraj, 2004:1) spelled out the role played by the principal as an ex-officio member of the governing body. He/she serves on the governing body by virtue of his/her position as a representative of the Department of Basic Education. Brijraj (2004:5) argues that the principal has to comply with the Personnel Administrative Measure (PAM document) pertaining to professional duties and responsibilities. The PAM document defines the job description of the principal who is expected to carry out his/her duties in compliance with this policy. The principal must serve on the governing body and render all necessary assistance to the school governing body in the performance of their functions in terms of the South African School Act 84 of 1996. The principals, therefore, must help the governing bodies to carry out their roles and functions. The principal among the other duties must undertake the professional management of a public school and assist the SGB with the management of the school's funds. He/she should give advice to the governing body on the implications of decisions relating to the financial matters of the school.

The principal is expected to co-operate with members of the governing body in maintaining an efficient and smooth running school. This implies that the principal should make an effort to work harmoniously with the school's staff and SGB members. "To co-operate" implies that all concerned parties in the school should openly discuss issues, without intimidating one another and attempt to work together as a team whether or not all concerned participants agree or disagree on certain issues the principal should be able to involve all the stakeholders to participate in the decision making process (Brijraj: 2004:6).

In addition, the principal is obliged to liaise with various organisations and other departments regarding all matters pertaining to the well-being of the school. The principal is required to communicate with the officials from the provincial government, the Department of Basic Education and all the agencies that have an interest in school matters. As the head of the school, the principal must communicate with the

Education Department so as to acquire, inter alia, about staff salaries, and local governmental departments such as the Department of Health, the South African Police Services, and local government officials. The South African Police Services could for example be invited to conduct a search on learners for drugs and dangerous weapons in the school or could also be invited to address educators and learners on crime related issues (Prew, 2004:8).

Pampallis (2004:3) concedes that all these provisions mentioned above, suggest that the principal plays a pivotal role in the school. “Pivotal” refers to the vital role that the principal should play this is also critical in the operations of the governing body. Brijraj (2004:4) argues that the principal’s role may also be subjected to disputation as a matter of opinion. The principal may be the focus of attention in the governing body. “Focus”, in this context, means that the principal may be the centre of attention. This implies that the principal’s administrative functions could attract public scrutiny. Where the governing body members may require clarification regarding the principal’s leadership style.

According to Brijraj (2004:9), the principal could become the victim of a great deal of tension. The noun “victim” refers to a person who suffers from a destructive or counter-active action. This means the governing body members could be seen to be harassing the principal about issues that may or may not be true. “Sometimes the principal could be the cause of a great deal of tension in the governing body” (Pampallis, 2004:13).

It may be inferred that the principal could be problematic, in many ways, he/she may be obstructionist or incommunicative with regard to school governance issues. The principal may cause tensions when she/he is perceived as a dishonest person. Sometimes, the principal may be perceived as interfering with the roles and functions of the SGB office – bearers, thus behaviour could result in conflict between him/her and the SGB members.

Brijraj (2004:11) posits that there appears to be a good relationship between SGB and their schools, particularly their school principals. According to Brijraj (2004:11), only three out of four principals in the entire sample of schools surveyed, suggested that they did not see the need for SGBs. In one case, a principal even changed his mind in the course of an interview to say that on second thought the SGB was actually a good thing (Brijraj, 2004:10). The majority of the principals surveyed by SACE indicated that some SGBs are not assisting the school management teams. Some principals perceive the governing body members as being unhelpful. A minority of the principals surveyed by the researcher doubted the effectiveness of the SGBs in governing schools.

Pampallis (2004:1) concedes that most principals made it clear that they did not wish to have compliant SGBs but wanted SGB members who could speak independently. The principals held different opinions about the SGBs. The principals surveyed appeared to be open, transparent and objective in their efforts to make their schools more effective and efficient. The challenge most principals felt was that of having “uneducated parents” in governing bodies. “Uneducated Parents” infers that those particular SGB members have not undergone the act of imparting or acquiring general knowledge. This could also imply that they were not trained to carry out their roles and functions.. “Uneducated parents” could also refer to those particular parents on the SGB, who cannot read and write. The principals surveyed indicated that this particular situation is a challenge they are facing. “Challenge” in this context means the difficulties experienced in a job (Stein and Urdang, 1966:244). In this situation the parents have no option but to elect available uneducated parents into leadership positions such as chairpersons and treasurers of the schools. (See Table 5.3 for list of codes)

Some principals were taking on the challenge of building the capacity of their SGB members (Brijraj, 2004:13). From the sample of principals surveyed, some have indicated that they were training and developing their SGBs. “Training” means empowering the governing body so that they are able to carry out their governance

duties. The principals who have already started to train their SGBs seem to be dedicated professionals who want to transform their schools. The SGB members, who undergo training, demonstrate the willingness and commitment to contribute in their schools. Some principals are often reluctant to relinquish or even share their power and authority especially in the poorer schools (Brijraj, 2004).

Prior to the 1994 democratic elections, the Department of Education and Training (DET) used the school management council (SMT) model which was later replaced by the School Governing Body as a statutory body. The possibility existed that some principals could have taken advantage of the situation and usurped the SMCs authority and power. The South African Schools Act 84 of 1996 stipulates the roles and functions of the SGB members and the principals. From the above information, it would seem as if some of the principals were unwilling to comply with the provisions provided by SASA.

According to the survey by the researcher, serious deviation from legislative framework is prevalent in the poor schools or previously disadvantaged schools. Teaching and learning are not effective in some of those particular schools. The reason for this could be that the principals and the SGB members are not working collegially. Pampallis (2004) suggests that there may always be tensions arising between the SGBs and their principals. Their strained relationship impacts negatively on the role of leadership. Principals, in some schools that have high expertise in governing bodies are often reduced to clerks wherein they have little say, even in professional matters. The SGB members reduce the principal's authority by interfering with their duties as required by the PAM document and SASA. Principals in between these extremes, who try very hard to democratise school governance, receive very little support from the Department of Education (Pampallis, 2004:14). "To democratise school governance", suggests encouraging the SGBs to comply with legislative policies.

”Democratising schools”, in this context, can be interpreted to mean to be characterised by principle of political and social equality for all. The principals who try hard to democratise SGBs, conceded that they receive little or no support from the Provincial Department of Education. This implies that the officials from the provincial education department are not supporting transformation, as is expected of them.

The data was selected and ultimately analysed into words, sentences and paragraphs which have been labelled and put in matrices for analysis. The irregularities that derived from the operations of the SGBs were noted. The casual flow of tensions that arose between some principals and the SGB members has also been identified. The coding of data (data reduction) leads to new ideas on what should go into a matrix (data display).

Entering the data requires further data reduction. As the matrices fill up, preliminary conclusions are drawn; they lead to the decision, and then test the conclusion. The irregularities refer to conflict that rose between some principals and SGB members over allegations of embezzlement of funds. This is indicative in a lack of trust which is an essential aspect for team building. One can have a preliminary conclusion that there is no team work in the SGB and as a result the governing body will not achieve its mandate provided by SASA.

2.13 COMPOSITION OF SCHOOL GOVERNING BODY

Pampallis (2004:21) concedes that the South African Schools Act, 84 of 1996 provides guidelines on the election of members of the governing body. The SGB at the public secondary education affords the parents to elect at least nine parents, learners to elect 3 learners, the non – teaching staff to elect one and the educators to elect three members. The principal becomes a member of the SGB by virtue of his position. Pampallis (2004:17) and Prew (2004:10) concur that members of the governing bodies should be disciplined people who would mediate the interests of various constituencies in the school. A governing body must, from among its

members, elect office – bearers, who must include at least a chairperson, a treasurer and a secretary.

The South African Schools Act of 84, 1996 section 30(1) stipulates that a governing body may-

- (a) establish committees, including an executive committee; and
- (b) appoint persons who are not members of the governing body to such committees on grounds of expertise, but a member of the governing body must chair each committee. the chairperson, treasurer and the principal will form the finance committee of the SGB.

Pampallis (2004:1) concedes that the main purpose of the SGBs is to provide for democratic participation of all constituencies in the running of schools. In this sense governing bodies are a reflection of the larger democracy at that level. “Democratic participants” in all constituencies infer that the composition of the SGB should be representative of all stakeholders (Stein and Urdang, 1996:385). The SGB are important because it mediates the interests of the various constituencies in the school. Brijraj (2004:20) concurs with Pampallis (2004:22) that the SGBs must be forums of open and honest debate where people can express their views, differ with one another and look for mutually beneficial solutions to the problems.

Pampallis (2004:22) appeals to the SGB members to remember that the introduction of SGBs by SASA was done when schools were used as centres of conflict amongst people. However, it is vital that people should refrain from pursuing personal interests that would undermine the progress of the school. The SGB should avoid destructive conflicts amongst themselves, as this would retard school progress.

Pampallis (2004:25) postulates that SGBs should declare personal interests, for example, when recruiting staff and awarding tenders. This means that the SGB members should be transparent when they are involved in governance issues. This literally means that they must not hide anything from other members. If the SGB needs clarity about school issues, they must raise them in the SGB meeting. This

implies that they should not tell lies about issues, as this could lead to unnecessary conflict (Kibi, 2004:7). The SGB members should try by all means to refrain from discussing rumours concerning school governance. If the SGB members can adhere to this approach, destructive conflicts could be avoided. Brijraj (2004:26) states that the SGBs should support learners, educators and the principal to do their work. They should create an environment that is conducive to teaching and learning. Pampallis (2004:4) concedes that the SGBs can do this by various means, for example, by supporting school managers and teachers; promoting discipline among learners and educators; promoting parental involvement in the education of their children; trying to ensure that their schools get the resources that make learning more effective and more pleasant.

Late coming is currently prevalent in the secondary schools. Parental involvement is needed by the principals and teachers. Effective learning is important for efficient curriculum delivery, and SGBs need to always keep this in mind (Pampallis, 2004:2). It is suggested that the SGBs could support principals and teachers to create the school culture and climate that can impact positively on role of leaders. Good discipline is an important feature of effective schools; wherein learners learn best in an orderly and safe environment. Although the principal and educators are responsible for discipline at their schools, the SGBs have a duty to make sure that the schools adopt a code of conduct for learners.

The SGB should encourage the parents to be actively involved in the education of their children. The SGBs could do this by encouraging parents to pay school fees and to participate in the school activities, such as the raising of funds. The money raised would help the school in many ways; for example, to buy learners and teachers support materials (LTSM).

Pampallis (2004: 1) explains the composition of school governance and links it with the Constitution of the Republic of South Africa, Act of 1996. The codes used for this research project will be displayed and later followed by their descriptions.

2.14 RELATIONSHIP BETWEEN THE SGB AND STAKEHOLDERS

(Brijraj, 2004:26) concedes that the SGB members responded that principals should have nothing to do with school finances because they are not trustworthy. Some SGB members argued that the principals should not be involved in the management of finances (Kibi, 2004:15). The reason given for excluding the principals in financial management was that the principals have the tendency to embezzle school funds. This implies that the principals are viewed as not being trustworthy when dealing with school finances. The second reason is that, on some occasions, the principals use their authority to entirely abolish their trusteeship responsibilities, and as a result do too little (Brijraj, 2004:20). These principals sometimes behave as if the power to manage the school finance has been entrusted to them alone. Both of these positions appear to be creating tension in the SGB. These adopted stances may strain the relationships between the principals and SGB members.

Brijraj (2004:26) argues that there are ambiguities around the role of the principal within the SGB. These ambiguities are most significant when it comes to the requirement that the principal continue to be the accounting officer for the school, while remaining a member of an SGB that has legal responsibility for the financial affairs of the school (Prew, 2004:23). In managing the tension, it is to be expected that the principal will on the one hand often come into conflict with his/her SGB and with the provincial Department of Education (PDE), on the other. It is clear that SGBs must manage many different relationships between the different constituencies and to some extent between individuals within the school; between the school and the Department of Education and between the school and the surrounding communities. Nevertheless the most important relationship that a governing body must manage is that between itself and the school management (Pampallis, 2004:3). The SGB has to support the school management to manage curriculum, which is the core business of the school.

It is very important that the working relationships of the various parties in the school setting are improved. The relationships between the SGB and the SMT should be good as these two structures are very important for the school leadership. The SGB and the SMT play a crucial role in running the school. The two structures should support each other, to ensure effective school management and curriculum delivery. However good the SGB might be, the leader of the school remains the principal; who of course is also a key member of the SGB (Pampallis, 2004:19). The SGB is the main policy making body of the school and must provide guidance and direction; but at the same time, it must be a source of support for the principal and the SMT as well as the staff, to ensure that educational needs of the learners are met (Pampallis, 2004:20). The school governing body is placed in a position of trust and should make laws that would ensure that the school is managed economically, effectively and efficiently. This means that the SGB determine the policies and rules by which the school is to be organised and controlled. The SGB oversees and keeps overall control over the development and management of the infrastructure and property of the school, and brings about change and develop a partnership that is based on trust and respect among all stakeholders.

The school management team and the SGB have complementary roles and should be in a co-operative relationship. However, it is often not also easy to maintain this and conflicts can arise and sometimes do (Prew, 2004:15). Too often we hear of conflicted relationships between the chairperson of the SGB and the principal, sometimes stemming from substantive differences of opinion and sometimes the result of a clash of personalities (Pampallis, 2004:13).

The school management team and the governing body shall strive to maintain a good relation although it is not an easy task. The school management team should present the needs of the school to the SGB. It is the responsibility of the school management team to motivate to the SGB why the curriculum needs are important. The relationship between the principals and their SGB chairpersons are more often at the

lowest ebb. In most cases, their conflicts derive from personal attitudes and different approaches in the SGB. These differences could impact negatively on the school role of leadership. It is important that the SGB remain focused on school governance and not day to day running of school. One should not look on individual SGBs, but at the system as whole, one of the things that has been noted is the vast difference between the capacities of the SGBs at different schools (Brijraj, 2004:19). While some SGBs are composed of professionals with vast financial, legal and management skills and experience, others are weak in the skills, which would allow them to be ineffective (Pampallis, 2004:15). This demonstrates the strength and weaknesses of the SGBs. The SGBs who are equipped with skills are capable of meeting the given mandates by the South African Schools Act 84 of 1996, while the group which lacks those skills, and consequently lack the capacity to govern. The skilled SGBs are those which are found in the former model C schools which are performing well, while the weak SGBs are more often found in the historically disadvantaged schools (Prew, 2004:13). The latter SGBs lack the capacity, for example, to raise funds which are a critical function of the SGB.

The South African Schools Act, 84 of 1996, requires the Provincial Department of Education to provide capacity building for SGBs. Evaluation of this training over the years has shown that while it was initially very poor, it is gradually improving (Pampallis, 2004:10). When training was started, it appeared as if the SGB members learned slowly. However, the last progress reports indicated that there was a great improvement (Pampallis, 2004:15). The SGBs are affected by the larger environment, particularly by legislation and policies of the government, but cannot influence it as individual governing bodies (Kibi, 2004:11). In order to be effective it is necessary to organise themselves into associations which will give them a voice, allow them to participate in policy debates, to negotiate with provincial and national governments and more generally to look after their collective interests and those of their constituents (Kibi, 2004:10). There are already a number of such associations, and some are quite effective (Kibi, 2004:12). These associations would help the SGBs to raise some concerns, which could lead to amendment of the affected legislation. Kibi

(2004:13) appealed to the SGBs, particularly those at disadvantaged schools to join the associations. They must ensure that they do not remain outside the frame work of these associations as they will miss out on governance debates.

2.15 HIV/AIDS AND TEENAGE PREGNANCY

Prew (2004:2) concedes that HIV and AIDS is prevalent amongst educators and learners in secondary education. The HIV epidemic can impact on the quality of education and leadership. The personal problems of educators and learners are impacting on the role of leadership. The governing bodies have to try by all means to protect the learning process (Department of Basic Education, 2003:81).

The South African Schools Act, 84 of 1996 provides the school governing body with the authority to formulate policies for the school. The policies to be formulated by the SGB, amongst others, are finance, SGB constitution, language, religious and admission policies. These policies must be formulated according to the guidelines provided by the constitution of the Republic of South Africa and other legislative policies. Prew (2004:2) concedes that the HIV/AIDS policy should be formulated and implemented by the school management team. The MEC for education Barbara Creecy (for Gauteng Province) gave a key note speech at the colloquium on 12 March 2013 at Turffontein Race Course. The theme was the role schools and stakeholders can play in reducing teenage pregnancy or premature pregnancy. The MEC, Barbara Creecy (2013:1), conceded that quality teaching and learning at schools is our main intervention for ensuring that youth are ready for the world of work and to claim their place in society. This core idea also forms part of the vision that the Gauteng Department of Education adopted to ensure that every learner leaves our institutions equipped to take up their roles in society. The MEC stated that different social problems such as violence, sexual abuse, HIV/AIDS and learner pregnancy in many ways become barriers to learning and threaten the vision and the achievement of this vision. The MEC emphasised the department's commitment to

addressing these threats to ensure the flow of all learners to higher education and that they become productive and responsible citizens thereafter.

Teenage pregnancy is high particularly in the former historically disadvantaged schools. Teenage pregnancy and HIV/AIDS are impacting negatively on the role of leadership in secondary education. Ndebele, a lecturer at Witwatersrand (Wits) School of Education made a presentation on the topic: Risky Sexual Behaviour among S.A adolescent: Possible Intervention. Ndebele (2013:9) conceded that in South Africa, the social environment of adolescents has an influence on the risky sexual conduct of adolescents. Literature study confirms that the social environment of adolescents influences their attitudes and tendencies to engage in risk – taking sexual behaviour. This behaviour of adolescents is changed with highly suggestive stimuli such as television, literature, pop music, peer pressure, extra marital sex and divorce to name a few.

Ndebele (2013:9) states that as a consequence, sexual activity among South African adolescents starts a very early age, making adolescents vulnerable to HIV infection. This is due to their limited knowledge, lack of maturity and experience of sexual and sexuality matters. Of major concern is that female learners become the victims of the circumstances than their male counterparts, hence becoming more vulnerable to HIV infection. (Ndebele, 2013:9).

Floyd (2013:8) presented a paper on youth and sex in Gauteng. Floyd (2013:8) conceded that half of deaths in South Africa are due to HIV and TB. She stated that the highest risks of HIV infection are amongst the youth. The age is from 5 to 24 years in young females and 25 to 34 years of age in young men. Floyd (2013:8) concurs with Ndebele (2013:9) that a number of social and structural factors drive the epidemic and increase the risks of deaths especially in young women.

Floyd (2013:8) is of the opinion that educated youth have led to improvements in safe sex behaviour, so life skills training in schools remains a top priority. Vetten (2013:7)

concur with Floyd (2013:8) that girls who are more serious with their studies are less likely to indulge in unsafe sex. Prew (2004:5) concedes that the Department of Basic Education, acknowledges the importance of HIV/AIDS epidemic and its negative impact on all aspects of management and governance. The Department of Basic Education is already published four pamphlets, which have been distributed to parents, principals, educators and SGB members. The aim of the pamphlets is to ensure that information on HIV/AIDS epidemic is properly managed so that its impact is reduced. Some of the SGBs that were surveyed demonstrated a poor understanding of the disease. These SGBs did not know what to do when the teachers and learners were affected. The SGBs should have knowledge about HIV/AIDS so that they are able to formulate policies that would be implemented by their schools. It is imperative that schools have an HIV/AIDS policy.

This indicates that the SGBs that were surveyed demonstrated a poor understanding of the disease. These SGBs did not know what they should do when the disease affects teachers and learners. The SGBs should have the requisite knowledge about HIV/AIDS so that they are able to formulate policies that would be implemented by their schools. To start with all schools must have an HIV and AIDS policy in place (Prew. 2004:6). The SGBs, as school policy makers should ensure that an HIV/AIDS policy is formulated and implemented. When formulating an HIV/AIDS policy the SGBs must make sure that it is based on the national policy of the Department of Education. How the admission policy will allow for infected and affected learners to be admitted and catered for (Prew, 2004:6).

The South African Schools Act, 1996 stipulates that no learner must be denied admission because he/she is affected by HIV/AIDS. The learners must be admitted to the school and be cared for. The SGB of the school may assist the affected learners by referring them to the Health Department. The learners could also be referred to local clinics. The SGBs should assist the affected learners by helping them to fill in forms and submit them to the social welfare services in order to secure grants. The school may help such learners by introducing feeding programmes. The

SGBs could also apply to the Provincial Department of Education for assistance, which has units that deal with feeding schemes.

Schools' policy provide universal protection measures for all accidents. All children should be treated as if they could be infected (Prew, 2004:7). The HIV and AIDS policy should state clearly how injured teachers and learners would be given first aid before they are referred to hospitals. It would be advisable that the SGBs work closely with non-government organisations (NGOs) when formulating HIV and AIDS policies. The SGBs should make sure that their schools have first aid boxes that are properly equipped with medicines and sterile hand gloves. When people are bleeding, their helpers should use hand gloves to prevent transmission of blood.

The measures that will be taken to ensure proper medical procedures are followed in the event of an accident to ensure no one is in danger (Prew, 2004:7). The danger that is envisaged is that of allowing infected blood to be transmitted to another person. The transmitted blood could be from the infected person to the one who is not infected and it is important that in the event of an accident, people should ensure that wounds are treated with care. The measures that will be taken must ensure that suitable support is available to infected and affected learners. Support that may be given to learners could be the provision of vegetables, fruits and other nutritious foods. However, more important than the policy is that it should be implemented effectively (Prew, 2004: 8)

The main stage of the HIV and AIDS policy is the implementation of those policies. The SGBs should invite NGOs and health-care practitioners to train the educators and learners on how to implement the HIV and AIDS policy. The NGOs and health care givers would help the schools with their expertise in dealing with the affected people. There is a strong tendency in some of the schools to assume that this is not a problem that affects that school (Prew, 2004: 8).

Prew (2004:9) warns the principals and SGBs that they should not work on the assumptions that no one is affected by HIV/AIDS. It would be irresponsible of the SGBs to accept the notion that there is no HIV and AIDS epidemic. The SGBs are thus urged to take this matter seriously. To assume anything else is denial and denial is dangerous (Prew, 2004:9). This quote implies that HIV and AIDS is a reality. When the SGBs deny that HIV and AIDS do not exist, it is dangerous because they (SGBs) are responsible for school governance at their schools. This infers that educators and learners in schools would not be supported and cared for by those SGBs So what impact are HIV and AIDS having on our schools? (Prew, 2004:9)

HIV and AIDS is impacting on the provision of quality of education to learners. When teachers are regularly absent from school as a result of HIV and AIDS, teaching and learning suffers. Absenteeism of staff could be detrimental to teaching and learning particularly in the poorer schools that cannot afford to appoint additional teachers to be paid by the SGBs. Absenteeism of staff affects the safety and discipline at the school. It is important that all teachers become available in order to ensure that learners behave well and adhere to the code of conduct of the school. Prew (2004) maintains that absenteeism makes staff planning difficult. If a teacher dies, the process to replace him/her takes a long time, because the vacant post must be advertised, this is followed by a short-listing of candidates and interviews.

In addition there is the problem of staff attending funerals (Prew, 2004:10). Teachers are often absent because they need to attend the funerals of colleagues frequently. In some provinces many who claim to be at a funeral are actually taking time off (Prew, 2004:10). Teachers who claim that they are attending funerals while they are not exacerbate the situation. This causes serious school management problems because the timetable may need to be reorganised, a result of this could be oversize classes. Secondly, the epidemic is generating a whole sector of our learner population are orphans and in many cases also in child headed households (Prew, 2004: 10).

From this excerpt it is implied that many parents die of HIV and AIDS and this leaves orphans behind. The disease causes social problems because these orphans inherit their parents' homes. It is common to find the elder child looking after his/her brothers and sisters. These households have become known as child-headed households. This situation further complicates the functions of the SGBs as they have to find ways to support and care for these learners.

2.16 PUBLIC SCHOOL ADMISSION POLICY

The South African Schools Act, 84 of 1996, section 5(2) stipulates that:

1. The governing body of a public school may not administer any test related to the admission of a learner to a public school or direct or authorise the principal of the school or any other person to administer such test.
2. No learner may be refused admission to a public school on the grounds that his or her parent-
 - a. Is unable to pay or has not paid the school fees determined by the governing body under section 39;
 - b. Does not subscribe to the mission statement of the school;
 - c. Or has refused to enter into a contract in terms of which the parent waves any claim for damages arising out of the education of the learner.

Brijraj (2004: 12) concedes that the principals of schools should assist parents who have admission challenges, for example, other principals do not admit a learner because the school is full or does not offer the language of instruction. The South African Council of Educators is making an appeal to the principals to help parents by referring them to district/circuit offices or negotiate with the neighbouring schools. The principals are urged to assist parents who cannot afford to pay school fees by negotiating with the SGBs to accommodate such cases.

Brijraj (2004:11) states that the principals and the SGBs should apply to the Department of Education for food nutrition schemes to feed the needy learners. The principals should ask for donations such as food parcels for the needy learners. The

principals should also ensure that the school based support team (SBST) is in place and functional. The SBST is school structure that identifies the performance of learners and those with learning barriers. Such learners are identified and supported in respect of remedial work and referrals. The SBST with the principal should try by all means to ensure that needy learners are assisted to receive benefits that they cannot afford. This should be done in such a way that it does not leave the affected learners feeling stigmatised or belittled. The principals should try to persuade parents who are able to afford, to donate new or used school uniforms to the school.

The learners who have difficulty in coping with the dominant language of school should not be marginalised (Brijraj, 2004:13). The principals can help by offering the affected learners extra lessons. This can be done in the mornings, afternoons or on Saturdays. Brijraj (2004:13) argues that the employment of educators should match the demographic profile of the learners. The principals, in this case should persuade their SGBs to appoint additional staff would make school more representative. The principals as transformational agents should seek ways and means of ensuring that schools become more inclusive and representative of the community. During admission of learners' period, the principals publicise and do adequate advocacy of commencement and closing dates.

Prew (2004:14) states that illiterate parents have no say in the affairs of the school. In such an educational setting, it is the prerogative of the principals to create conditions conducive for illiterate parents to participate in the affairs of their schools. The principals should ensure that more wealthy parents do not intimidate or marginalise poor and illiterate parents. The school should find ways and means to encourage illiterate parents to support their children by being involved in the school. Pampallis (2004:5) concedes that educators seem to conduct themselves unprofessionally. The educators are role models for the learners, and as such, they should not conduct themselves in an unprofessional manner. It is vital for educators to adhere to an acceptable dressing code and their behaviour as professionals should be beyond reproach. The South African Council of Educators has put in place, a code of conduct

for educators. It is the principal's responsibility to ensure that the code of conduct for educators is effectively implemented. The purpose of the introduction of a code of conduct is to ensure that educators adhere to professional ethics. Educators are, for example not allowed to administer corporal punishment, as it has been outlawed. They should seek other means to deal with ill discipline of learners.

Kibi (2004:5) concedes that department does not supply resources that a school is entitled to give the necessary support to the SGB, school management team or educators. In this case, principals should notify the Department of Education of its shortcomings, and take the matter up with the responsible authorities until solutions are found. Should the district director/circuit manager fail to address such issues, the Head of Department of Education should be notified in writing. The principals need assistance and support in their endeavour to make their schools centres of excellence.

2.17 CAPACITY BUILDING FOR SGB

Kibi (June 2004:2) conceded that the Gauteng Department of Education (GDE) should train the SGBs to carry out their duties. Table 5.9 shows procedures to be followed in empowering the SGBs. Kibi (June, 2004:15) encourages the SGBs to read and understand the Constitution of the Republic of South Africa and other legislative acts in order to understand their position as school governors. The SGBs should have the skills and knowledge that is relevant to school governance.

The SGBs should know their roles and functions. Kibi (2004:18) states that the following aspects should receive attention.

- Developing a constitution and school policies;
- Final policy;
- Religious policy;
- Roles and functions of SGB members;
- Safety and security;
- Learner teacher support material (LTSM);

- Learner code of conduct; and
- SGB code of conduct.

Kibi (2004:20) is of the opinion that the above-mentioned policies would provide the SGBs with basic information, and other policies will follow.

2.18 CONCLUSION

Public administration has been explained as an activity which is undertaken by administrative officials in government institutions. Public administration consists of, among other things, six generic functions. These functions form the system that must be implemented by the public servants to do their work.

The public servants are employed in government departments to ensure that they deliver services to the citizens of this country. The public servants use the six generic functions, namely: policy-making, organising, financing, personnel provision and utilisation, determination of work procedures and control. In practice, the group of functions in Table 2.1 are usually carried out simultaneously and are integrated to expand such an extent that it is hardly possible to determine exactly where the one ends and the other begins. Administrative functions are usually referred to as enabling functions that create the system within which services have to be managed.

3

LEADERSHIP IN SECONDARY SCHOOLS

3.1 INTRODUCTION

The research will investigate the critical perspectives that are impacting on the role of leadership in secondary education in South Africa. The education leader (principal) is responsible to ensure that the school is managed effectively, efficiently and economically. He/she has to ensure that the educators employed at school are given support and perform as required by the Employment of Educators Act, 1998. The education leader should be able to lead, motivate and able to provide a clear direction of where he/she wants the school to be in a particular period.

The education leaders, just like public managers in government institutions make use of the management functions to achieve their goals. The management functions such as organising, staffing, finance, planning, controlling and leading. Further the principals motivate, communicate, delegate, put organisational systems in place and undertake policy formulation and implementation of school within the education policy of government.

The principals have to ensure that they develop the school culture of school within the broad education policy government and climate that will enable both the educators and learners to work together in order to achieve the objectives of the school. The research study will discuss the organisational culture of the school.

3.2 SCHOOL CULTURE

Hopkins (1994:86) defines organisational culture as shared philosophies, ideologies, beliefs, feelings, assumptions, behaviours, expectations, attitudes, norms and values. Bush (1995:130) concedes that cultural models focus on the values, beliefs and norms of individuals in the organisation and how these individual perceptions coalesce into shared organisational meanings. This definition of organisation culture highlights three important characteristics of organisational culture. First, organisational culture is passed on to new employees through the process of socialisation. Second, organisational culture influences people's behaviour at work. Third, organisational culture operates at different levels. Culture forms the context in which the school leaders exercises its authority (Conley and Muncey (1999:104)

Culture exerts a considerable influence on how and why principals think and act as they do. The principals are seen to be the engineers of a culture that respects and fosters creativity in the institutions. The organisational culture influences both the teachers and learners and it impacts on their academic, sporting, cultural achievements and their attitudes towards the school (Oakland, 2000:197)

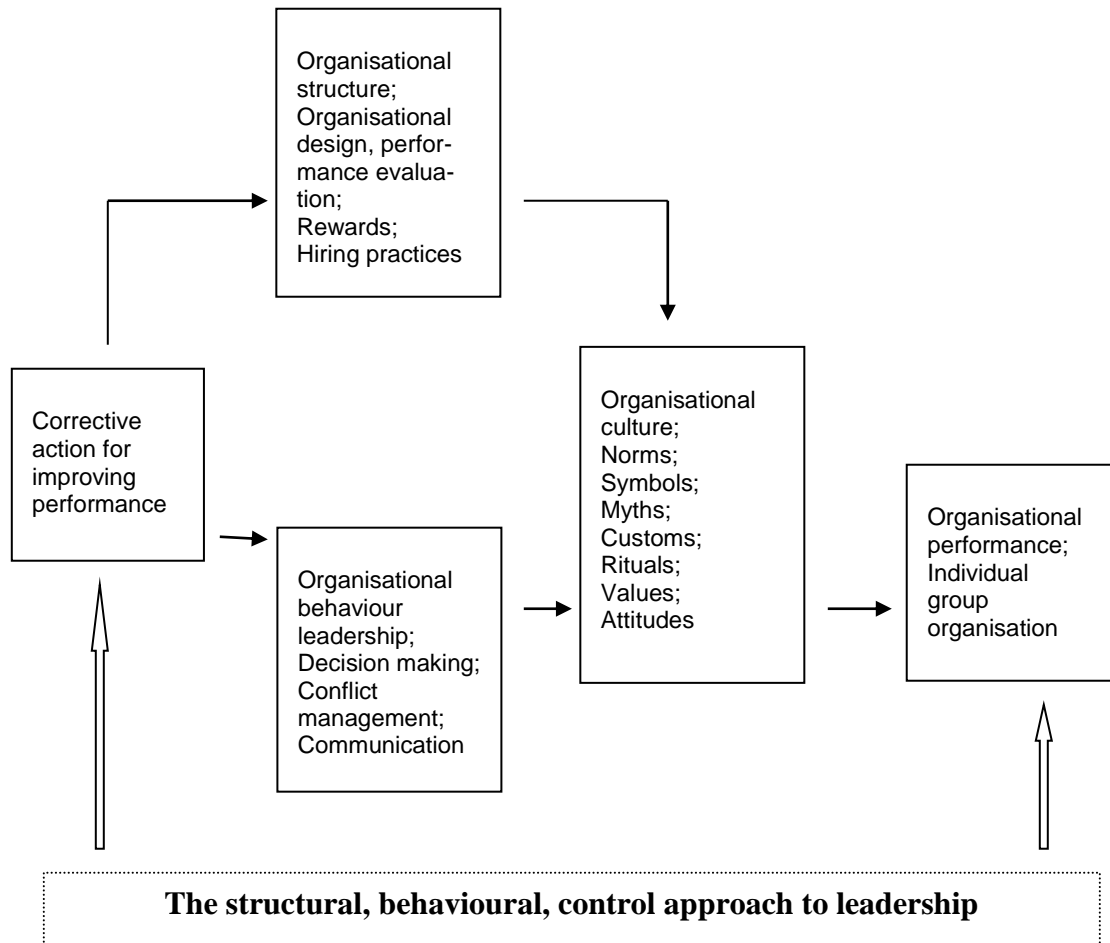
Cunningham and Gresson (1993:25) concede that culture-building requires to be the informal, subtle and symbolic aspects of school life which shape the beliefs and actions of each employee within the system. The main purpose of leadership is to create and support the culture necessary to foster an attitude of effectiveness in every education related activity that is done within the school, and the needs to strive to create the positive attitude (Owens, 1991:37). Once this attitude has been achieved and supported by the culture, all other aspects of the organisation will fall in line. Based on this information, culture-building is the key to organisational success.

The principal must emphasise the personal values that are required for the teacher and classroom, and school. The emphasis should be on culture and personal achievement, such as self image, respect, and confidence, identity, worth,

enthusiasm, pride, wisdom and commitment. Cunningham and Gresson (1993:260) posit that the central themes of an effective work culture are vertical integration, vision and optimism, collegiality, values and interests, diverse perspective, personal, professional development, long-term focus, information, co-operation and communication, trust, support, care and bold action, continuous and sustained improvement, and vulnerability and risk. Individuals and group initiatives for innovation and creative energy are important to the success of the organisation. The culture defines the way individuals respond to one another, and the expectations that spell out how people within the organization conduct their work life (Hoy and Feldman, 1999:84). The principal should assume the role of cultural leadership, to define, strengthen, and articulate those enduring values, beliefs and cultural strands that give a school its unique identity.

Performance depends on the results and include behaviour, and culture. When problems of performance occur, they must be corrected. Good performance means the objectives and goals of the organisation are being met efficiently, effectively, and excellently. The school management team should be accountable for the performance of educators in the school. Accountability is also the responsibility of a government and its agents towards the public to achieve previously set objectives and to account for them in public (Thornhill , 2012:277). It is the commitment required from principals individually and collectively to accept public responsibility for their action and inaction. The principal and the school management team should ensure that their institution performs according to the standards set by the Department of Basic Education (DBE).

Figure 3.1: Behavioural, control approach to leadership



Source: Cunningham and Gresson (1993:31)

3.2.1. Layers of organisational culture

The organisational culture has three fundamental layers i.e:

- observable artifacts;
- espoused values; and
- basic assumptions.

Each level varies in terms of outward visibility and resistance to change and each level influences another level.

3.2.2. Observable artifacts

The observable artifacts are at the visible level and consist of the physical manifestation of an organisation's culture. The organisational cultural examples include acronyms, manner of dress, awards, myth and stories told about the organisation, published lists of values, observable rituals and ceremonies, special parking spaces and decorations. This level also includes visible behaviour exhibited by people and groups. Artifacts are easier to change than the less visible aspects of organisational culture (Conley and Muncey, 1999:50).

3.2.3. Espoused values

These values possess five key components:

- concepts or belief;
- pertain to desirable behaviours;
- transcend situations;
- guide selection or evaluation of behaviour and events; and
- ordered by relative importance, a distinction between values that are espoused *versus* those that are enacted is important (Cunningham and Gresso, 1993:23).

Espoused values present the explicitly stated values and norms that are preferred by an organisation. The school management teams usually establish the espoused values. The set of values could be as follows:

- **Customer focus.** We value all of our customers – putting their needs and interests at the centre of everything we do.
- **Agility.** We move quickly – embracing change and seising new opportunities.
- **Teamwork.** We treat each other with respect – creating value by working together and across our business.
- **Responsibility.** We work to improve our communities – taking pride in serving the public interest as well as the interest of our shareholders (Dimmock and Walker, 2002:78-81).

Peterson and Deal (2002:88) concede that the creation and preservation of a well-defined culture requires that the administrators or leaders of the secondary schools operate as teachers in the design and implementation of learning opportunities for all staff. As teachers, they must all be engaged in careful planning for the individual needs and development of all staff members. This practice has the potential to increase the effectiveness of formal and informal training opportunities (Ogawa and Bossert, 1997:150) Those opportunities need to be meaningful and be related to real and necessary tasks. They should involve staff members in design, implementation and follow-up phases. In order to prepare for this process, all staff members should have a common language and opportunity for effective communication training

Warner (1995:36) argues that the organisational culture can be changed in the following ways:

- by changing people;
- by changing positions;
- by changing beliefs and attitudes:
 - role models;
 - communications – videos, magazines;
 - group discussions/team building; and
 - training courses;
- by changing (improving) skills and knowledge; and
- by changing structures and systems.

It is important that principals become education change agents in their schools. Change can be described as the negotiation or re – negotiation of a shared meaning about what is to be valued, believed in and aimed for. The notion of change management is closely linked with the climate and culture buildings as the requirement for efficient school. The organisational climate is generally defined, as the characteristics of the total environment in a school building. Owens (1991:166) states that the organisational culture is composed of four dimensions:

3.2.4. Ecology

Ecology refers to the physical and material factors in the organisation. The material factors are for example, the size, age, design, facilities and conditions of the building. Ecology would include desks, chairs, chalkboards, elevators and everything used to carry out organisational activities.

3.2.5. Milieu

Milieu is the social dimension in the organisation. It includes virtually everything relating to the educators, learners and staff in the school. Milieu includes race and ethnicity, salary level of educators, socio-economic level of learners, education level attained by the educators, the morale and motivation of adults and learners who make up the school (Van der Westhuizen, 1991:617).

3.2.6. Social system

The social system (organisation) refers to the organisational and administrative structure of the organisation. It includes how the school is organised and the ways in which decisions are made. The people who are involved in decision-making are taken into account (Sergiovanni and Starratt, 1988:105). In the case of a school it would be the principal, school management team (SMT) and school governing body (SGB). The school culture has a greater influence on what teachers and learners believe and think than any prescription of a Department of Education.

Certain norms exist in all schools and are based on the manner in which people are expected to act. These norms are manifestations of the values and beliefs held in high esteem in the school. According to Van der Westhuizen (1991:619) the school culture is visible on four levels:

- the first and most visible level of organisational culture is the way in which people behave and what things look like;

- the second level of organisational culture revolves around the views and perspectives of those involved, perspectives refer to the common norms which direct the behaviour of those involved;
- values constitute the third level of school culture; usually flow from the personal beliefs of the teachers; and
- the fourth level of school culture is that of assumptions, are more complex than the three other levels of school culture. They describe assumption as the absolute experience of the implicit.

It is the responsibility of the principal to ensure that sound school culture is created and that it is owned by all the stakeholders (Van der Westhuizen, 1991:600). The perceptions of learners, parents and educators are essential components of creating an atmosphere for quality teaching and learning to take place. Parents can play an active role in the education of their children. The shared school climate and culture could promote the commitment of both educators and learners.

3.2.7. Culture

Culture refers to the characteristics of people in the organisation. Sergiovanni and Starratt (1988:105) state that the following questions will help to identify the true nature of organisational culture:

- the history of the school – how does the past manifest in the present?
- beliefs – what staff beliefs predominate?
- values – what aspects of school life are of the greatest value?
- behavioural patterns – what are the recurring patterns, habits and rituals of the school?
- norms and standards (discipline) – what rules and regulations control the behaviour of those involved in the life of the school?

In the light of the above information, the organisational culture can be explained as consisting of rules, norms, values, beliefs and discipline which determine the behaviour of those in school. Organisational culture, embodied in symbols, beha-

vioural patterns and ceremonies are an important motivating factor. The secondary school principals are encouraged to ensure that a school culture is created that could foster effective learning and personal development to take place.

In the case of schools attention should be devoted to the forces that applied when the school was established. Attention must also be devoted to the predominant language of the learners, the predominant religion and value systems of the parents and society. For example, Eastbank secondary school is based in Alexandra in Gauteng Province. When the school was established in 1990, the principal ensured that the school culture is conducive to learning and teaching (Gauteng Department of Education, 2004:7). He mobilised the educators and parents to formulate the school mission and vision from which the behaviour of all stakeholders could be guided. The SGB and SMT formulated the code of conduct for learners. Educators also adopted the South African Council of Educators' code of conduct. The school building and the surroundings were new and invitational. All the stakeholders agreed to create an environment that was conducive to teaching and learning. The school performed well in terms of scholastic results and sports.

According to Van der Westhuizen (1991:625) the origin and nature of a specific school culture can be identified as follows:

- a special school building is built;
- the terrain is developed in a specific way;
- a specific school philosophy is developed;
- certain methods of working and procedures originate;
- certain teaching strategies and extra-mural activities are developed;
- specific methods are developed to ensure involvement, conformation and achievement;
- certain examples are established as models, behavioural patterns and traditions;
- specific externals, such as standards colours, school flag, school emblem and certificates are developed and within these, certain practices are established;

- a communal set of norms and behavioural prescriptions are developed; and
- the school buildings, terrain and classrooms assume a certain form and appearance which can be uplifting or depressive.

The school culture is influenced by the nature of the building and its infrastructure conditions, work ethics and the teaching and learning strategies. The effective involvement of educators, parents and learners in carrying out school activities can impact positively on the development of school culture. A positive school culture will impact on the role of the principal.

These characteristics all form part of the aspects of school culture. The organisational culture is a force in the school which mobilises people to do things. In addition the school culture is a power that mobilises people to do things, but to do things at certain times and in certain ways (Sergiovanni and Starrat, 1988:110). In this way school culture exerts a significant influence on the quality of the work life of the teacher and the learner in the school.

3.3 IMPLICATIONS FOR SCHOOL CULTURE AND CLIMATE

The perceptions of the students, parents and community are key components of creating an atmosphere where teachers can teach, students can learn, parents can take an active role in the education of their children, and excellence can be achieved (Stevens and Sanches, 1999:124). Ballard (2003:59) emphasises inclusive education that is concerned with issues of social justice. This means that graduates entering the teaching profession should understand how they might create classroom cultures and schools that address issues of respect, fairness and equity.

It is important for all the stakeholders in the school to share the same organisational culture and climate. In this way, the educators, learners and parents can share the passion of vision (Covey and Merrill, 1994:103). Vision is the primary manifestation of creative imagination and the primary motivation of human action. The shared school culture and climate could promote the commitment of educators and learners in the school. Commitment is a condition of enthusiasm that transfers from personal

interest to institutional goals; it arises from consciously accepted moral values linked to goal-driven action (Castle and Estes, 1995:28). The South African schools experience a divergent array of cultures due to historical circumstances. Some schools have long established traditions developed over a century or more. However, many schools which were erected during the apartheid era, are still struggling to find and develop a culture of their own.

A conducive school climate and culture encourages both the learners and teachers to commit themselves to high performance. Performance management provides a model for unifying and improving the management of resources, processes, performance, and educational quality. The ownership of vision, commitment and high moral principles, generate the power for performance management. The strategic planning, goal setting, policy making, implementation, assessment and evaluation should be done collectively.

3.3.1 Development and cultural change

The schools in which there are shared visions are likely to be involved in a collegial system of running schools which give scope to the development of teachers and other staff as extended professionals. Such a system involves the participation of staff in the development of whole school policies, and the formation and implementation of school development plans by teams of teachers (Buser and Saram, 1995:13). Teachers will be trained in activities that require the development of a range of new skills, which will allow them to work effectively in teams with their colleagues. Collegiality managed schools in which high quality educational leadership inspire staff will keep educational and pedagogical issues as the focus of their central purpose, and focus of staff decision-making. Teachers in the school would not be stressed as they are managing time and workloads (Caldwell and Spinks, 1992:70). In the case of the current South African education policy, principals have to ensure that teachers are properly equipped to deal with changes that need to be implemented.

Hargreaves (1998:65) stipulates that beliefs underpin successful performance management. Staff is committed to doing their best to contribute to the success of the school. The appropriate person to be responsible for the quality of his/her work is the person doing the work. The success of the school depends upon its ability to unlock the potential for growth and development in the staff. Hargreaves, (1998:65) concedes that people work more effectively when they are clear about what they have to do, and why, and get feedback and recognition for what they have contributed through their job. Effective performance management is about changing ways. Attitudes and behaviours result in improved self-esteem through recognition of contributors and achievements. Changing ways that result in improved staff capability through continuous learning and development, and a better quality teaching through setting objectives which require activities to be carried out differently, better and ongoing feedback about classroom practice. It is also important that better teaching takes place through classifying roles and priorities and setting high professional standards for all staff.

Managing performance effectively involves influencing and motivation. The principal should be knowledgeable in planning. The first stage embraces the definition of job responsibilities. The teachers and the support staff should understand what is expected of them (setting performance expectations. This stage should include the objective setting for the beginning of the period. The principal should strive for the maximisation of motivation at this stage. He/she should ensure that the objectives set are clear, specific, challenging, and accepted by the individual.

3.3.2 Remunerating teachers

Odden and Kelley (1997:13) postulate that many organisations following this new logic have also designed new forms of compensation so that their pay practices enhance the core knowledge and competencies needed in their new structure. Such core competencies include team-based leadership and management skills, and new technical, analytical skills to support continuous improvement. As a result concepts

such as skill-based, competency-based pay, pay for knowledge, pay for professional expertise, collective rewards for adding value to performance, and gain sharing have become the core of new compensation strategies (Odden and Kelley, 1997: 13).

In the case of a school the principal has to ensure that teachers are remunerated in accordance with the policy of the Department but also bearing in mind the scarce skills and the ability to prove success.

3.3.3 Trust and Support

An effective work group should come together and discuss purposeful activities that establish and continually build upon a climate of mutual understanding, trust and commitment to one another and the organisation. The educators are given the opportunity to know one another well. The educators would know the strength and weakness of their colleagues so that they can trust and support one another in the school culture building (Dimmock and Walker, 2002: 78-81).

Trust and support reduce fears among members of a work group and can contribute to effective culture-building practice. Mistrust dis-empowers the group and reduces the quality of work performed. Mistrust compromises team effort. Without trust and support, the team will not be able to develop group dynamics and synergistic relationships necessary for the organisation to move forward and own a new vision of effectiveness. It is imperative that the principal and the school management team apply transparency, objectivity and accountability when executing their duties.

3.3.4 The structural model

According to this structural model, the structure, behaviour, culture and performance flow from the structure and behaviour. Cunningham and Gresson (1993:30) state that the shaping of the structure and behaviour will produce an efficient and effective work

performance. The central focus of administration and practice based on these beliefs are presented in figure 3.1 in chapter 3

3.3.5 Correlates of effective culture

The challenge for the school management team would be how one utilised culture to maintain ethical standards while transforming it to improve the performance of the school. The terms are trust and support, values and interests (not power and position), broad participation, lifelong growth, present circumstances, long term perspective, access to quality information, continuous and sustained improvement and individual performance. Thus it could be argued that the principal should create the environment in which a culture of excellence could be inculcated.

3.3.6 Values and interest, not power and position

Culture building strategy requires inter-personal and intra-group co-operation. This collegiality is important for problem solving in the institution. The educators should subscribe to community values, such as honesty, caring, commitment and other values necessary for contributing to learners' and parents' commitment to a learning environment. The school management team should refrain from abusing their powers and positions by dictating to their subordinates. The school management team should employ leadership styles that would allow educators to co-operate without intimidation. The leadership styles of invitational education management and participative approaches are appropriate for culture building and performance. The practice of power and position by the school management team, could contribute to the inability to achieve the desired outcomes (Peterson and Deal, 2002:88).

3.3.7 Access to quality information

A major source of authority in any organisation is the free and open access to the required information. This information should be accurate. The circulars from the

Department of Education should be made accessible to all the employees. These circulars are important because they contain information on curriculum issues, labour relation information and all the information that affect educators, learners and the school governing body. For example, the Gauteng province issued a circular to schools to inform teachers about labour issues. Circular 65 of 2007 contains procedures to be followed by the principals to deal with misconduct of teachers. It is important that teachers have access to the information. The principal should put systems in place in order to deal with access to quality of information. The principal should use staff meetings to discuss circulars and government gazettes.

3.3.8 Broad participation

A group appreciates and fosters the diversity and commonality of experience, interests, talents, skills and knowledge among its members. The strength of a group is found in its diverse perspective among various levels within the secondary school. The advantage of the group is that team members have talents and skills that can be shared. By using teams it becomes possible to involve large numbers of people in decision making and this is the first step in building ownership and commitment. Thus, successful teamwork is considered an indispensable ingredient in the process of building successful schools. The strength of any team lies in the fact that its members can complement one another and work towards realising the vision (goal) of the team, and ultimately the vision of the school (Steyn and Van Niekerk, 2007:104). According to Arcaro (1995:23) team work can improve quality management in schools because improvement teams utilise resources more effectively, increase organisational effectiveness, improve the quality of educational programmes and generally create better learning and working environments. The weaknesses are reduced and this has the potential to empower the educators to be confident. For example, Mrs. A N and Mr. S M are good in teaching English grammar in grade 12 and are not comfortable teaching poetry. Mr. D and Mr. J are good at teaching poetry. If they can decide to work together with Mrs. N and M, the school results in

English will improve. The educator's morale is important for good performance and culture building. Lack of a positive school culture will impact on the role of leadership.

3.3.9 Lifelong growth

Organisational excellence promotes personal and professional growth. A group provides positive reinforcement to the individual. When the school is performing well, the educators become satisfied. They feel valued by their communities for work well done. Organisational excellence influences educators to pursue professional growth at tertiary institutions. The educators can pursue professional growth at the universities. Eastbank Secondary School has seven educators studying at the University of Pretoria and the University of Johannesburg. They can also study research methodologies which can empower them as professionals.

3.3.10 Individual empowerment

People have untapped potential and it is important that they are individually empowered. Empowerment would be based on the interest of an educator. Educators must be empowered to be confident. The organisational culture must support individual empowerment. The research will discuss human resource management function (Everall and Baker, 2001:4).

3.4 HUMAN RESOURCES

It is a truism that the prime asset of a country is quality citizens. From this perspective, this could lead to excellent employees being regarded as an invaluable asset for successful policy implementation (Roux, 2000:115). Every public institution should seek effectiveness through satisfactory recruitment, placement, selection, training, development, motivation and leadership.

Policies determine the work environment of principals in their human resource management functions. They are also involved in formulating and implementing policies designed for human resource management (Schwella, Burger, Fox and Müller, 2001: 32). Wissink (in Fox, Schwella and Wissink, 1991:37-38), distinguishes between the internal and external policy making. The external role involves the functional areas of such as environmental, health, education or transport policies.

The internal policy focuses on inter-organisational co-ordination and managing aspects of functional policy implementation. Schwella (2001:32-33) concedes that human resource policy guidelines should be expected of the legislatures at different levels/spheres of government. This is because public human resources play an important role in satisfying the public needs of society. Their employment, conditions of service and quality of service delivery have profound effects on society's education, economic, political and societal systems.

Cloete (1990:21-28) provides a list of matters concerning public personnel matters:

- the criteria to be used in the appointment, promotion and transfer of staff. Policies may include merit, level of qualifications, competency and suitability as criteria. Where representativity is an issue, policies may also set criteria for equity and affirmative action in managing appointments, promotions and transfers;
- given the economic nature of the public sector, a public good and a national asset, policies often demand that national citizens are given preference when making appointments. Appointing non-nationals to the public service can only be justified when specific expertise, domestically unavailable, is required;
- policy guidelines may stipulate the ethical, and moral conduct required of public employees. Often members of the public expect a higher standard of conduct and integrity from public officials than from the ordinary public;
- the promotions policy is often determined by policy guidelines. They influence the extent to which the human resource system is open or closed for recruitment; and

- the reasons for and procedures to be followed when terminating the services of public personnel will be detailed in policy guidelines. They are included to ensure continuity, justice and equity in public employment.

From these characteristics it could be deduced that the principals as educational leaders should have skills, knowledge and qualifications in human resource management. They should be able to do human resource planning that is based on the school curriculum needs. Robbins (2000:47) concedes that managing human resources, in its broadest sense, is reaching for organisational objectives within the relevant context by providing for competent employees.

The educational leaders (principals) should strive to recruit educators who possess up-to-date skills and knowledge of the National Curriculum and Assessment Policy Statement (NCAPS). The prospective educators should be committed to their teaching profession. The characteristics of the teachers, amongst the others, should be trustworthy, available and dedicated. The educators should have the capacity to impact positively on the implementation of NCAPS policy.

The South African Schools Act, 84 of 1996, Section 20(1), stipulates that school governing bodies recommend to the Head of Department (HOD) the appointment of educators at the school. Subject to the Employment of Educators Act, 76 of 1998, the Labour Relations Act, 66 of 1995, and the South African Schools Act, 84 of 1996 (SASA), section 16A (3) state that the principal must assist the governing body (SGB) in the performance of its functions and responsibilities, but such assistance or participation may not be in conflict with –

- (a) instructions of the Head of Department;
- (b) legislation or policy;
- (c) an obligation that he or she has towards the HOD, the Member of the Executive Council or the Minister; or

- (d) a provision of the Employment of Educators Act, 76 of 1998, and the Personnel Administration Measures (PAM document) determined in terms thereof.

From these legislative directives it is deduced that a management function of staffing requires the collective competence of the principals and governing bodies. Education Labour Relation Council (ELRC) resolution 2 stipulates the composition of the panel to recruit teachers. It states that parents from the school governing body should be in the majority on the panel. For example, a teacher could serve as a secretary, while the principal and four parents can participate in the process of recruitment.

The co-operation between the principals and SGB members is critical in the implementation of the staffing process. Lack of co-operation can impact negatively on the recruitment of educators. This will affect the implementation of NCAPS policy in the school. The appointment of incompetent teachers will impact negatively on the leaders in that particular school.

3.4.1 Managing the implementation process

For any public policy to be successfully implemented, preparatory work needs to be thoroughly done. This entails, *inter alia*, management directives for the implementation process. Some of the relevant matters are motivated personnel, financial provision, procedural prescriptions, and control and management functions.

(a) Position classification

Position classification is an essential aspect of human resource management. It is the system of designing jobs, organising them into useful management categories and career paths, and establishing their remuneration. A well designed position classification system is important as it provides a convenient inventory of every activity of a public employee. It indicates the work actually done according to

established rules. According to Rosenbloom (1986:194-195) the classification system should be based on the following principles:

- positions and not individuals should be classified;
- the duties and responsibilities pertaining to a position constitute the outstanding characteristics that distinguish it from or make it similar to other positions. The classification factors used concern the nature and variety of the work, the nature of the supervision received by whoever is occupying the position, the nature of the work, the originality required, the purpose and nature of person-to-person work relations, the scope and nature of decision making, the nature and extent of supervision over the employees, and the qualifications required;
- the individual characteristics of an employee occupying a position should have no bearing on the classification of the position;
- persons on the same position level should have the same kind of duties and responsibilities.

It could be deduced that the principals should provide the staff with the school's organogram which indicates the hierarchy of personnel and allocation of duties. The organogram should show the principal as head of the school management team (SMT), the deputy principal (Administration), deputy principal (Curriculum), heads of departments and educators. It is essential that duties are allocated according to the guidelines set by Personnel Administration Measure (PAM). A figure 3.1 line organisational structure provides classifications of positions in chapter three.

To illustrate what position classification is all about, it is useful to discuss it in terms of categories of positions – such as executives, administrative, professional, and technological, clerical office machine operator, technician and trade, crafts and manual labour. Within each of these broad categories would be hierarchies of positions (MacRae and Wilde, 1985:61). Each of these positions would bear a classification and a rank. Miewald (1978:217) concedes that the rank would be related to remuneration. Position classification provides principals and educators with information as to

what the occupants of each position would be able to do. It makes it possible to design career paths for educators as well as facilitating the testing applicants for competence.

In addition, it provides a basis for evaluating the performance of the educators. At the same time position classification can be problematic because it may be de-humanising the employees. For example, on the one hand, the job is designed and classified without regard to the employee who holds it. The institutions are coordinated in some fashion, through hierarchy. An employee occupying that particular position may be able to contribute more to the organisation than required by the position he/she is in. That is, the employee can either operate beyond the level of work required in the position or fall short of it. Rosenbloom (1986:195-196) posits that, the employee is treated as a log that is forced into a machine, not as an individual human being who forms part of an organisation. This takes place when the principal has adopted the autocratic leadership style wherein the leader makes all the decisions and educators implement the programme. All authority for planning, organising and controlling is invested in the leader (Mullins, 2002:75).

(b) Training and development

The need for formal training of employees is essential for schools. For example, if an entire system or ways of performing actions are changed, it should be done. To give effect to proposed changes or to enhance the level of efficiency and productivity, employers need a diversity of training and development programmes (Mullins. 2002:80). It is vital that every employer should devise relevant and appropriate training and development programmes to satisfy specific curriculum needs Robbins (2000:157). It is impossible for an educator to perform his/her duties properly from the outset without suitable training. On-the-job training has its shortcomings as it can not satisfy all the needs of workers for an indefinite period. The principal should make sure that the departmental and subjects meetings are held wherein the curriculum challenges are discussed by educators. Team work is important because the

educators get the opportunity to share knowledge and skills so that they can creative in teaching.

(c) Ethics in the public service

Public servants, like all educators, are required to respect guidelines that govern their conduct when carrying out their work. These guidelines, derived from the body politic of the state and prevailing values of society, are the foundations of public administration. Moreover, the guidelines should provide the content values for the ethos and culture of government and public administration in a democratic state (Cloete, 1998:91).

Public administration ethics should address some considerations, which, according to Rosenbloom (1986:478) are:

- basic honesty and conformity to law;
- avoidance of conflict of interest;
- service orientation and procedural fairness;
- democratic responsibility;
- public policy determination; and
- compromise and social integration.

In the case of school, the principal should ensure that the educators adhere to a code of conduct. The educators should be sensitive to the rights of learners. For instance, educators should refrain from applying corporal punishment to learners as it has been abolished.

Concerning the role to be played by the principal with respect to ethical standards, Stewart (1984:14-22) states that the manager should:

- consider competing interests;
- experience informed moral judgement regarding the balance of these interests; and
- purposefully use the premises underlying that judgement as the guide to administrative action.

Thus it could be deduced that the principal is in the office of trust and is transparent when executing his duties. The principal should be accountable to all stakeholders in terms of reporting and giving feedback to both learners and parents.

Pursuant to the ideal of rendering public services and attain goals in a responsible, accountable, efficient and fair manner, principals need to observe codes of ethics. Du Toit, Van der Merwe, Bayat and Cheminais (1998:135) state that codes of ethics prescribe guidelines for the conduct of professional workers or public servants, for example, the Code of Ethics for councillors and for official prescribed by schedule 1 and 2 of the *Local Government: Municipal Systems Act*, 32 of 2000 .

Notwithstanding their intentions, codes of ethics are not generally accepted as effective instruments for bringing about ethical behaviour of public servants. Be that as it may, it is necessary that educators should be bound to conduct themselves beyond reproach in the performance of their functions and in private life. Therefore, it is imperative to prescribe enforceable codes of ethics wherever possible and to include them in the education and training programmes of government employees (South African Council for Educators Act, 31 of 2000, section E).

The South African Council of Educators (SACE) is the professional body which ensures that educators appointed in secondary education in South Africa meet the required educational qualifications. At school level the principal has to ensure that well qualified and competent educators' failure to comply with this basic requirement will have negative consequences on the role of leadership. Effective implementation of educators' code of conduct is important.

(d) Human resources: Implications for policy implementation

It is accepted that the foremost asset of any organisation is its employees both subordinates and their superiors. An institution is established to serve a specific societal need or needs. In order for it to attain its predetermined public objective, it must have supervisors and subordinates who are committed, motivated, educated

and trained, and willing to serve the public. That is, activities do not just take place; people are responsible to ensure that functions are performed. Therefore, the human element is central to the success or failure of any organisation in fulfilling its mandate. In order to implement any public policy successfully, personnel must play a crucial and decisive role (Hargreaves, 1998:80).

Teaching is labour intensive and it requires proper planning. Each classroom and grade level is allocated a particular number of learners and educators. Besides learners and educators, there are school managers, district managers and subject advisors, who support the schools (Pam Document), hence, the successful implementation of a public policy on education (Owens, 2001:150).

In the light of the above-mentioned information, it is clear that good leadership is needed to give guidance to educators and learners. Moreover, leaders are responsible for creating an enabling environment that will make it possible for both educators and learners to achieve stated objectives. In addition, a leader should see to it that the sub-ordinates are motivated to perform tasks assigned to them and obtain and maintain the motivation level in the units for which they are responsible. Indeed leaders are entrusted with responsibility to ensure that public policy objectives are met. It is their duty to ensure successful implementation of the education policy (Clardy, 1996:104).

Teaching as a profession requires that people who provide it must have specific academic and professional qualifications. On account of the information explosion and outcomes of research, information and knowledge that are currently valuable, could be obsolete within a limited period. The need for an educator's empowerment, ongoing training and development are needed to fill the gaps created by the information explosion and research. From time to time, when new public policies are introduced, the functionaries who are to implement them need training and education. Consequently, training and development are needed to implement of education policy

(Purkey and Novak, 1984:21). In the South African case the changing education policies require continuous training.

Teaching is not only concerned with imparting knowledge, skills and qualifications to learners, but also with character formation. Hence, ethics and values are essential ingredients of education. In fact, both of them are instrumental in combating the enemies of public administration, which are corruption and maladministration (Murgatroyd and Morgan, 1992:70). Therefore, in pursuit of refining learners' characters and personalities through education, they must be taught ethics, values such as honesty and *ubuntu* (culture of sharing and caring). The learners should be influenced by teachers in good standing. It follows that ethics and values play a crucial role in the implementation of education policy.

Although there is a directorate responsible for education policy, all posts of all educators – vacant as well as new – should be filled, taking into account other considerations. The directorate is responsible for producing *Teacher's Guides for the development of learning programmes* for each subject that is taught in schools. The purpose of the guides, according to the Revised National Curriculum Statement Grade R-9, Mathematics (2003:1) are to:

- provide the essential features and underlying principles of a learning programme;
- promote and encourage adherence to the Revised National Curriculum Statement and support for its implementation; and
- provide a framework for teacher development.

Thus it could be deduced that the assessment records are essential and should be developed.

3.5 FINANCING

Public institutions, just like all other undertakings in the private sector, cannot function without money. However, public institutions are dependent upon the citizens for their

income through taxation or payments for services rendered (Gildenhuys, 1993:87). Consequently, legislative directives must be followed in the procurement and expenditure of money in the public sector, for example, the *Public Finance Management Act, 1999* (PFMA). Thornhill (2012:127) concedes that the budget and the annual allocation of funds should be based on Medium Term Expenditure Framework (MTEF).

In order to understand the financing of the state or institutions within a NCAPS framework, it is necessary to consider the following aspects:

- organisational arrangements;
- budgeting; and
- controlling.

In the case of the school a budget can be regarded as a management tool or mechanism by which the management team and the governing body of a school can estimate and plan, as well as utilise, coordinate, monitor and evaluate the allocated resources of the school in financial terms. The total budget of a school consists of various sub-budgets such as operating/cash budget, departmental budget, capital budget and project budget (Gauteng Department of Education Circular 2000:4). The cash budget covers the day – to – day operations of keeping the school's programme on track (Thornhill 2012:202). The departmental budget covers various activities that the school offers, while the capital budget covers the purchase of certain assets of the school such as sport kits, gardening equipments and transport. The project budget covers larger projects that are planned for school, for example, painting the school buildings. Control of school finances includes all the measures that relate to the planning and organisation of financial functions (Gauteng Department of Education , Circular 2000:6). This includes the tasks of drawing up criteria to ensure that the school's resources are mobilised, monitored and evaluated effectively and the financial processes are managed efficiently. Control involves the tasks of initiating corrective action if needed. The principal must ensure that the necessary control measures are indeed taken. Monitoring the budget is a continuous process that goes

on throughout the year. It involves keeping a check on the difference between the planned financial status at any given time, and the actual financial status at the time.

Separate groups of public servants are needed for separate and unique activities. These employees may be placed in groups to form institutions. Stated differently, organisational arrangements are made to place employees in posts to perform different state functions (Schwella, Burger, Fox and Miller, 2001:37). For instance, the collection, banking and spending of public money are important functions in any civilised community. Therefore, it is sensible that in the course of time clarity will have to be obtained about the organisational arrangements needed for dealing with public funds (Thornhill, 1985:76).

In the public sector, the legislatures are at the top of the hierarchy of the public institutions, including those which are responsible for collecting, banking and spending public funds. The political office-bearers who head the executive institutions, each has its own hierarchy of appointed officials. Normally, a specific institution is created at the executive level to serve as a centralised initiatory and directive institution in regard to financial matters. Thus, to provide the political executive office-bearer responsible for financial matters as well as the administrative executive institutions with factual information, advice and instructions. Such a centralised financial institution is the Department of Finance and in particular National Treasury and it supervises as prescribed the financial activities of the executive institutions (Public Finance Management, 1999:35).

In the case of secondary schools, the Minister of the Department of Basic Education ensures that provinces are provided with funds which in turn should be allocated to schools. The principals and school governing bodies (SGBs) are informed of the arrangements. Annexure A (refer to appendices): shows how the Department of Education allocates resources to schools. For example, Gauteng Department of Education (GDE) provides resources on the basis of demographic information of schools. The public schools are classified “Fee paying” and “No Fee paying” schools.

Annexure A shows the demographic information of a school based in Alexandra, Gauteng Province. The secondary school had an enrolment of 1778 learners in 2012 and received the allocation of R 1,707 149.00

The school is section 21 and responsible for Learner Teacher Support Material (LTSM), services and maintenance.

Pursuant to its objectives of implementing education policy, the Department of Basic Education established a directorate specifically responsible for implementation of the N CAPS education policy. The directorate is responsible for the production and distribution of teachers' guidelines and curriculum directives. In addition, the directorate conducts workshops to assist educators in understanding and implementing NCAPS education programmes (Department of Basic Education).

A budget as an administrative tool has specific functions to perform. Firstly, it has a financial control function. This function emphasises the responsibility of administrators to give effect to only officially approved policies and practices. Furthermore, it aims at the elimination of corrupt and irresponsible use of public funds. Secondly, it has a managerial control function. In this regard the executive uses the budget as a tool to ensure that government action is carried out in the most efficient manner. Thirdly, it has a strategic planning function. This involves the establishment of goals for society and choosing ways and means of attaining those goals in a world of scarce and limited resources (Schultze, 1968:1). In the case of a school the budget is compiled by the school management (SMT) and assisted by the principal. The principal should present the budget to the school governing body. The school governing body will convene a parents meeting to discuss the budget. This will take place at the annual general meeting (AGM). The school budget will be adopted at the AGM.

3.5.1 Procedural arrangements

After policy has been formulated, the organising and financial functions have been completed, and personnel appointed, the function of service delivery can commence. To attain a public policy objective, functionaries need to co-operate. However, these functionaries may hold conflicting views on how to perform a specific task. In order to ensure that everyone in a specific organisational unit co-operates in attaining the policy objective and does not waste time in the process, it is essential for a specific work procedure to be laid down for each task. Hence, work will be done efficiently, timeously, using the minimum amount of labour, and cost effectively (Cloete, 1998:248).

From the above, it is necessary to explain how work procedures develop, why formal work procedures are necessary, factors that necessitate the revision of work procedures, and delivery function. Particular procedures apply in secondary schools to ensure that the educational programme is conducted effectively and efficiently. The core business of the secondary school is to provide a high quality effect to NCAPS policy to the learners. Thus, the principal as the academic head of the school should ensure that learners are learning and that educators are teaching effectively in the school. The principals must ensure that every learner receives the NCAPS education policy.

The principal must ensure that his/her school management Team (SMT) works as a team in its performance of its role. The deputy principal(s) must ensure that the heads of departments manage their departments effectively and efficiently. They have to make sure that educators prepare lessons, and are in class teaching. Poor management of the procedural arrangements can impact negatively on the role of leadership.

3.5.2 Necessity for formal procedures

For administrative purposes at least two functionaries should be engaged in any particular sphere of activity, such as rendering a service or providing education to the community. Therefore, there should be a clear procedure to be followed in doing the work to ensure that each makes a constructive contribution to achieve the objective. These work procedures determine the manner and speed with which a service is rendered or a product supplied (Cloete, 1998:250).

It is imperative that steps should be taken to rationalise work procedures on a continuing basis. Where necessary the procedures should be prescribed in printed manuals and codes for the following reasons (National Education Policy Act 27 of 1996: 69-74):

- to ensure that educators work to attain the set objective and to prevent differences of opinion about what has to be done to reach the objective;
- to ensure that clear work schedules are given to individual educators;
- to explain the policy and objectives to the educator, to ensure that all understand how their teaching programme is connected with the work of their colleagues; and
- to ensure that all new educators receive appropriate training.

3.5.3. Factors that necessitate the revision of procedures

It is a fact that every aspect of the administration of a government is in a continual state of flux, especially as far as work procedures are concerned. By taking into account the factors that necessitate change, specific changes in work procedures can be anticipated. It is then possible to prevent procedures from becoming obsolete. The factors that necessitate changes in work procedures, according to Cloete (1998:253-256) are:

- In human society, people's needs constantly change due to new relationships between individuals and groups that continually develop. It therefore follows that authorities need to adapt their policies, improve organisational arrangements and procedures to enable them to keep up with the face of change in educational policy. Without adapting and improving, it will be difficult

for these authorities to continue to play a meaningful role in the delivery of the NCAPS policy; and

- An important feature in the twentieth century is the rapid technological advancements. These necessitate an improvement and revision of work procedures as improved office machines, as an example has far-reaching effects on the work methods and procedures in public schools. Progress made in all the sciences, whether physical or social also demands an increased need to revise and improve work procedure.

Any public policy has the possibility of inaction as well as action on the part of government through its organs of state, citizens as well as organisations and institutions. For instance, on the one hand, the policy of no smoking in all sections of the public buildings requires no direct action. On the other hand, a policy on compulsory schooling up to a certain age requires action, which is, parents are legally bound to ensure that their children attend school. Therefore, a public policy is corresponding in some particular way to a verb; it indicates direct action or simply monitoring to ensure that the policy is honoured e.g. the no-smoking policy (Du Toit, 2002:5).

From the above-mentioned perspectives of the public policy, it follows that NCAPS policy also indicates action by government, schools, and teachers training institutions, school governing bodies, district managers, school manager, educators, learners, parents and other stakeholders. Action implied in policy implementation does not take place haphazardly or in a disorderly fashion. On the contrary, it occurs systematically, orderly and controllably. For this to happen, procedural arrangements are crucial in policy implementation. Therefore, work methods and prescribed procedures are central to the implementation of the education policy.

3.6 THE EDUCATOR AS A PROFESSIONAL PRACTITIONER

The public insists that education should be effective and conducted by a well-trained and capable teaching fraternity. Thus, it is the duty of the educational leader (principal) to ensure that the educator makes his/her services available to the

learners. Failure to do so is a breach of contract by the employee and may even result in dismissal. Thornhill and Hanekom (1995: 195-197) provide some characteristics of the professional person:

- an understanding of the worthiness of the public service;
- a conviction to serve society honestly and well; and
- adherence to a code of conduct, the violation of which will result in exclusion from the profession.

An educator is regarded as a “professional practitioner” because of his/her specialised knowledge and skills, which are prerequisites for successful teaching and training (Bondesio and Berkhout (1987:15). Due to this expertise, the educator is placed in a relationship of professional authority with the parent body to which it renders service. In order to maintain professional authority, a professional code of conduct becomes necessary. Such a code of conduct serves to protect both the educator and the community to whom the service is provided. The South African Council of Educators Act 31 of 2000 states that an educator as a professional shall act honestly, impartially and adhere to the code of conduct. Section 5(1) stipulates that the Council must investigate or inquire into every complaint lodged with the Council alleging the contravention of the code of conduct by an educator whose name appears on the register.

3.6.1 South African Council of Educators

The discussion and bargaining in the Education Labour Relations Council (ELRC) resulted in the establishment of the South African Council of Educators (SACE) in 1994 (ELRC handbook for educators).

The Council performs the following functions:

- determines minimum criteria for professional registration of employees;
- keeps a register of employees and anyone who applies for registration and complies with the minimum criteria for professional registration;

- establishes a professional code of conduct for employees;
- establishes a fair and equitable disciplinary enquiry procedure and appoints a disciplinary committee of the council, to perform those functions assigned in terms of the disciplinary procedure;
- determines the nature and extent of any disciplinary measures that the council may take against any employee or former employee registered with the council and found guilty of breaching the code of conduct for educators; and
- keeps and maintains a national register of all educators registered with the council.

By performing these functions the Council wants to ensure that the objects of the Act are; to provide for the registration of educators, promote the professional development of educators; ethical and professional standards for educators.

The content of the code of conduct focuses on the relationship:

- between the educator and the learner, with special emphasis on the Bill of Rights;
- between the educator and the parent, recognising the parent as a partner in education;
- between the educator and community, acknowledging that there will be differences in customs, codes and beliefs; and
- between the educator and colleagues.

In this way effect is given to the code whereby ensuring that educators adhere to acceptable work ethics. An educator amongst others shall refrain from sexual harassment of his/her colleagues and learners, respect the various responsibilities assigned to colleagues and the authority that arises there from, to ensure the smooth running of the educational institution.

The principal should have the knowledge of the education legislation in order to manage his/her staff effectively. The Education Laws Amendment Act, 2000 explains the cases which are of serious nature. Section 17 of the Education Laws Amendment Act, 2000 indicates which are serious misconduct cases and the procedures to be followed. It determines that the principal should implement the policy in a fair manner.

Failure to do so will impact on his/her role as an educational leader. Poor work performance and educator ill discipline should not be tolerated. The principal should always strive to develop and empower educators. The SACE code of conduct for educators is an effective tool that can be used to develop a positive school culture. The study will discuss strategic planning with reference to the role of the principal.

3.7 STRATEGIC PLANNING

Fox and Meyer (1996:96) define planning as a process of thought concerning the future determination of objectives and actions happen in terms of the objectives set. Planning ensures that principals and educators focus their efforts on the attainment of the same goals. Kaufman and Herman (1991:51) posit that planning should be a collective school activity.

The educational leader should adopt a participative leadership style. The participative approach invites people to participate in the development of the whole school evaluation programme. It builds commitment among team members and generates new ideas (Jablonski, 1992:22). The principal plays a crucial role in collective planning. He or she provides leadership to the educators, learners, parents, Public Servant Staff (PS staff) and other stakeholders in developing the Whole School Evaluation (WSE).

A strategic plan takes into account the interaction between people and an institution, with the aim of guiding activities in a purposeful, co-ordinated and consistent manner in order to achieve a goal. The strategy is concerned with changes that are long term and affect the whole school. Strategic planning is an essential organisational activity that involves a process of conscious decision-making and constant review. It is a systematic, analytic approach to reviewing a school as a whole in relation to its environment.

The whole school evaluation focuses on nine focus areas. They include:

- basic functionality of school;
- leadership, management and communication;
- quality of teaching and learning;
- educator development;
- curriculum provisioning and resources;
- learner achievement;
- school safety, security and discipline;
- school infrastructure; and
- parents and the community (ELRC, Collective agreement 8 of 2003).

This evaluation implies that the principal has to ensure that the nine focus areas are effectively managed. These focus areas include amongst others school governance and day to day running of the school. According to ELRC Collective agreement 8 of 2003, when conducting Whole School Evaluation (WSE), either internal or external, the school must be evaluated according to the afore-mentioned nine focus areas.

The principal should invite school governing body members, school management team and all stakeholders of the school to participate in the development of the internal whole school evaluation(IWSE). The principal should be knowledgeable about strategic planning which includes SWOT analysis, assessment of internal and external environment.

3.7.1 SWOT analysis

Pearce and Robinson (2000:202) state that SWOT is an acronym for the internal strengths(S) and weaknesses(W) of a firm (school) and the environmental opportunities(O) and threats(T) facing that firm (school). SWOT analysis is a technique through which principals create a quick overview of a school's strategic situation.

3.7.2 Assessing the internal environment

To ensure that the mission statement is realistic, all the stakeholders in the meeting must evaluate the school's internal capabilities (strengths and weaknesses). For example, the strengths and weakness of the school management team (SMT) can be identified. Thus, the school's basic capabilities, limitations, and characteristics are taken into consideration.

Step 1

The stakeholders should assess how the SMT manages the curriculum. Do they have subject policies; do they ensure that the educators comply with the Assessment Policy? How often do the heads of department (HOD) hold departmental meetings and keep the minutes.

Step 2: Evaluate strategic internal factors

Now that the strategic internal factors have been identified, the next issue that arises is: What are the potential strengths and weaknesses of the school? A factor is considered a strength if it is a competency or a competitive advantage for a school. Smit *et al.* (2007:95) provide four basic perspectives on the evaluation of strategic internal factors:

- a comparison with the organisation's performance in the past;
- a comparison with competitors;
- a comparison with industry ratios;
- benchmarking.

Many principals start their planning efforts by comparing their current results with previous results of the school. These are the capabilities and challenges with which they are most familiar. A major problem is that most principals may compare their current performance to very poor results of the past. Comparing the school's capabilities with those of other schools is a second approach that the principals can take to evaluate their particular schools.

The principal should ensure that the school results are analysed so that he/she can formulate strategies to sustain or improve the results. For example, if the school obtained 50% in grade 12 results in 2012, the school management team should analyse the results and find reasons for poor performance. The school management team should formulate a school improvement plan(SIP) for 2013. The SIP should outline the action plan which must indicate the activities that will be employed by the school to improve the results. The school management team should set subject targets for the following year. The SMT should effectively monitor the SIP implementation.

Step 3: Develop input for the strategic planning process

The results of the second step could be applied to determine those internal factors that:

- provide an organisation with an edge over its competitors – factors around which to build the organisation’s strategy;
- are important capabilities for the organisation to have but are typical of every competitor;
- are currently weaknesses in the organisation – principals should avoid strategies that rely on those key vulnerabilities.

The results obtained in this final step in the internal analysis process serve as inputs into the strategic planning process.

3.7.3 Analysing the external environment

The participative principal will lead the stakeholders to analyse the external environment of the school. The principal should know how the other schools in the area are performing. Other negative factors that may affect the school should also be considered that could be affected by an environment that is not conducive to effective teaching.

Opportunities are positive external environmental factors while threats are negative. After analysing the environment, the SMT needs to assess opportunities that the school can exploit and threats it faces (Robbins and Coulter, 1996:262).

Threats facing the school could be strikes by teachers' union, strikes by learners' organisation such as Congress of South African Student (COSAS) and labour unions. It is important that they are identified and systems are put in place to manage these threats whenever they may occur. Risk of losing experienced educators who may take early retirement is a threat. Opportunities could be business organisations in the environment of the school. The principal and members of the school governing body can approach the business to form partnerships. In the area where there are schools with adequate resources, initiatives can be made to approach such institutions for partnership. The strengths referred to should be performed well in terms of the nine focus areas. For example, in terms of the focus area which is basic functionality of the school, the following questions could be asked in order to know the weakness or strength. The questions to ask in this case could be the following:

- Is the school producing good matric results?
- Does the school have relevant policies such as the assessment policies?
- Are policies implemented effectively?

If the answers to these questions are yes, then the school has strengths that need to be sustained. Weaknesses of the school will reflect negative assessment to that particular focus area. Opportunities are positive external environmental factors. The principal should identify factors from the external environment that can benefit the school. The principal may take initiatives with business companies to offer bursaries to learners. The school could attract sponsors if it performs well.

After the stakeholders have finalised the whole school evaluation, they can now focus on the development of the school improvement plan (SIP). SIP should place due emphasis on accountability, curriculum development and the development of a "healthy" school ethos, culture and staff development (Naidu *et al*, 2008:249). In addition, it

should meet the learner's social needs and empower staff to take charge of their development so that they may take good care of learners and meet society's expectations.

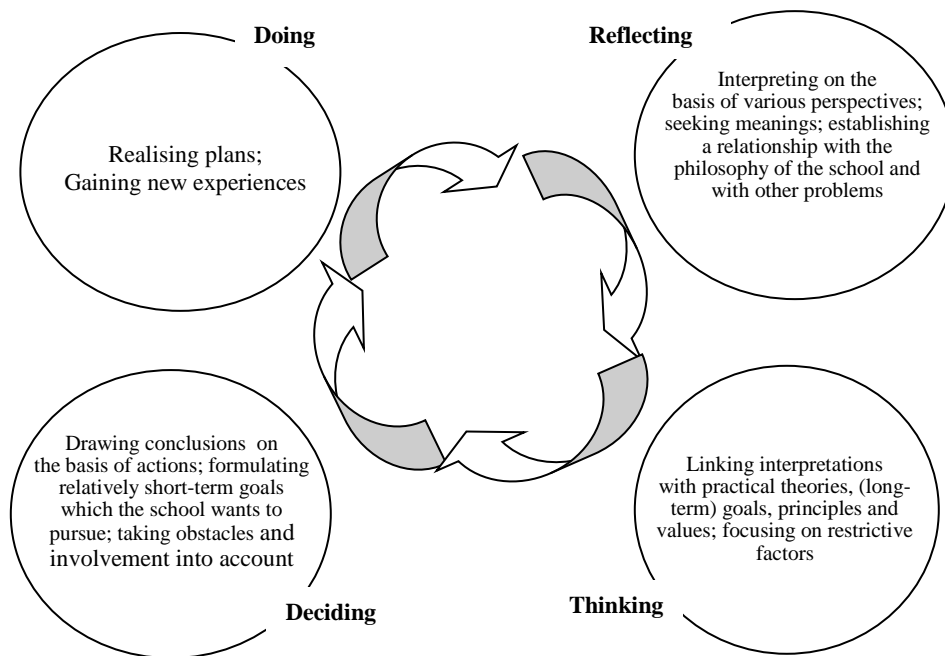
3.7.4 Whole school evaluation

Individual and school self-evaluation or self-assessment is premised on the assumption that the primary responsibility for quality assurance and school improvement lies with educators and institutions themselves (Naidu *et al*, 2008:300). This system begins with individual educators engaging in reflective practice and rating their own performances, according to a set of criteria developed together with the SMT. Such criteria need to be in accordance with the goals and expectations of the community related to the school and the state. Reflection consists of an internal dialogue, whereby educators critically investigate their practices through introspection, and explicit dialogue with the heads of their departments (Verbiest, 2006:49). The role of the HOD in self-evaluation is:

- to encourage and support the educator and make him/her feel safe in undergoing this exercise;
- to use the emerging information for purposes of counseling, action research and staff development – and not as a basis for promotion, retention or dismissal;
- to promote collegial relationships between the HOD and the educator;
- to improve the educator's understanding of his/her job and thus increase commitment and determination to succeed.

Heads of departments and educators may, for example, work through Kolb's cycle of learning when engaging in reflective action.

Figure 3.2: Kolb's model for reflective action



Source: Naidu *et al.* 2008:39

Although there are suspicions that in individual self-evaluation educators tend to overrate their performance, findings in Head's research (1992:39) were that no significant deviation exists between self- and counter-position ratings. Ratings are important as a gauge of the educator's level of performance on stated criteria. However, it is advisable to note that the narrative of problems, strengths and weakness should be used only as a springboard for the growth and development of the educator under evaluation.

School self-evaluation serves as a precursor to externally driven evaluation mechanisms. For example, in Whole School Evaluation (WSE), the school's self-evaluation and pre-evaluation commentary forms the basis upon which external evaluation will

be conducted (Smith and Ngoma-Maema, 2003:358). This is understandable in light of the fact that schools, especially in South Africa, are at different levels of development and function under different socio-economic conditions. Thus, the principal and the SMT should develop criteria and indicators that match the demands of the state but also select goals and objectives in accordance with the specific circumstances of the school. A variety of mechanisms may then be used for school self-evaluation. Examples of such mechanisms, as provided by Gauteng Provincial Government Circular 25/2008:

- developing a school plan together with other stakeholders in order to grow a culture of self-improvement and respond to local needs;
- use of questionnaires among learners, former learners, parents, educators and community members to ascertain the level of satisfaction with the school;
- monitoring of learners' progress through an analysis of test and examination results to ensure that the curriculum is receiving the required attention; and
- gathering of information about the rank of the school in examination results in the province or country as a guide for setting new targets for the pass rate (while acknowledging that tests and examinations are not the only criteria for assessing school performance).

Thus in the case of a secondary school the principal should prove his/her leadership capabilities by obtaining support for the mechanism and by facilitating the execution thereof. The principal should ensure that the heads of departments, and the deputy principals are adequately trained and empowered to carry out their duties. The school management team is responsible for ensuring that the National Curriculum Assessment Policy Statement is implemented as required. The principal should ensure that the NCAPS is effectively, efficiently and economically managed.

The Integrated Quality Management System (IQMS) (see ELRC, 2003) resulted from negotiations between the Education Department and teacher unions. It represents attempts by the Education Department to introduce a form of monitoring and evaluation of educators and schools after the demise of the inspectorate system.

This system is based on the philosophy that the fundamental aims of quality assurance are to:

- determine competence;
- assess strengths and areas for development;
- provide support and opportunities for development and assure continued growth;
- promote accountability; and
- monitor an institution's overall effectiveness.

Currently, WSE, comprising external whole school evaluation (EWSE) and internal whole school evaluation (IWSE), known as school self-evaluation in South Africa operates under Collective Agreement 8 of 2003. The Integrated Quality Management System (IQMS) brings together the WSE policy, the Development Appraisal System (DAS), and the Performance Measurement (PM). The principal is required to monitor the implementation of the systems to ensure that the required results are achieved.

3.7.5 Individual and school self-evaluation

The individual and school's self-evaluation or self-assessment is premised on the assumption that the primary responsibility for quality assurance and school improvement lies with educators and schools themselves. The criteria of self evaluation need to be in accordance with the goals and expectations of the community and the Department of Basic Education (DBE). Reflection consists of an internal dialogue, whereby educators critically investigate their teaching practices through introspection, and explicit dialogue with the heads of their department (HODs).

The role of the HOD in self-evaluation is:

- to encourage and support the educator and make him/her feel safe in undergoing this exercise;

- to use the emerging information for purposes of counseling, action research and staff development – and not as a basis for promotion, retention or dismissal;
- to promote collegial relations between the HOD and the educator; and
- to improve the educator’s understanding of his/her job and thus increase commitment and determination to succeed.

Heads of departments and educators may, for example, work through Kolb’s cycle of learning when engaging in reflective action (as cited by Naidu *et al.*, (2008:39). The role of the principal in this regard is to support the staff. He/She should monitor the activities of teaching and learning. Although ratings are important as a measure of the educator’s level of performance on stated criteria, it is advisable to note that the narrative of problems, strengths and weakness should be used only as a springboard for the growth and development of the educator under evaluation.

The principal is responsible for ensuring that self-evaluation by an educator is done according to prescribed procedures (ELRC, Collective Agreement No.3). The actual performance of an educator should be on par with the attained score. Failure to manage the IQMS would impact negatively on the role of his/her leadership. Thus, the principal and the SMT should develop criteria and indicators that match the demands of the state and select goals and objectives in accordance with the specific circumstances of the school.

IQMS represents efforts by the Department of Education to find ways and means to monitor and evaluate the performance of educators and schools. Previously, this was done by the inspectorate system during the period of the Department of Education and Training (DET). The IQMS system is based on the philosophy that the fundamental aims of quality assurance are to:

- determine competence;
- assess strengths and areas for development;

- provide support and opportunities for development and assure continued growth;
- promote responsibility and accountability; and
- monitor a school's overall effectiveness.

The principal should ensure that specific structures are established to carry out the IQMS policy. The structures consist of the school development team, development support group, and school management team. The school development team (SDT) consists of the principal, SMT members and democratically elected educators. This structure is responsible for planning, organising, overseeing, co-ordinating and monitoring quality assurance activities. The development support group (DSG) which must include the immediate supervisor of the educator to be evaluated and one other educator as prescribed in ELRC Collective Agreement No.3. The function of this group is to assist the educators to improve on their performance. The purpose of the SMT is the day-to-day monitoring of quality in the school.

The integrated quality management system consists of three sub-systems, namely: developmental appraisal, performance, management and whole school evaluation. The three sub-systems are closely linked to each other to present a holistic picture of a school's performance and the individuals within it. Development of Appraisal (DA) is used to determine the strengths and weaknesses of educators and then customise a suitable programme for their development. The DA includes self-evaluation by the teacher, the development of an instrument plan for lesson observation, and observation of the lesson by the DSG. Pay progression of educators is not automatic. It depends on the educator's performance and the score obtained. The data collected from these is made available to the SDT for the planning of school improvement programme.

Performance Measurement (PM) is used for evaluating individual educators for salary progression, promotion, and affirmation of appointment, rewards and incentives. It takes place towards the end of the year, ostensibly after development is assumed to

have taken place (Naidu *et al*, 2008:70). Data collected should then be submitted to the Department of Basic Education for pay progression. Performance measurement is summative in nature and is based on the work an educator has done during the course of the year.

The principals are facing various challenges in implementing the IQMS policy. The challenges faced could impact on the role of the leader in the secondary school. The IQMS policy aims to bridge the gap between the educators and their supervisors if it is applied as agreed upon when it was first formulated. Wits Education Policy Unit (2005:22) states that while IQMS policy is theoretically good, problems arise in its implementation.

The practicality of integrating the three instruments that are morally and philosophically different has been questioned. For example, the DA system is based on support and development of teachers but performance management (PM) is based on “managerialism”, which generates the ability of educators to devise their own development paths.

IQMS policy has increased educator workloads and it involves written reports and comments that are perceived as unnecessary for teachers. This is the reason why IQMS policy has not been well-received in schools and why whole school evaluation in particular has been met with resistance (Wits Education Policy Unit, 2005:22). The system is perceived as being more punitive than supportive and developmental. This is because the educators are not included at the final stage when judgement on the school’s performance is made Naidu, *et al* (2008:250) posit that the IQMS policy is top-down in its orientation and its success depends on the commitment of the school management team (SMT). Furthermore some SMT members lack the management experience needed to implement IQMS policy. Thus, it will impact negatively on the role of leadership.

3.8 LEADERSHIP IN MANAGING A SCHOOL

Leadership involves taking the lead to bridge the gap between formulating plans and reaching objectives, that is, to translate plans into reality (Smit and Cronje, 1993: 333). According to these authors, leadership is a somewhat illusive concept that is difficult to define precisely and involves elements such as influencing, giving orders, motivating and handling people, either as individuals or in groups, managing conflict and communicating with subordinates. Although from a management perspective there are facets of leadership, it is fundamentally the task of management to direct the activities and performance of people productively so that the objectives of the organisation can be attained (Smit and Cronjé, 1993:333). Leadership also involves activities such as transmitting information to subordinates, formulating the organisation's mission, objectives and plans, explaining these to subordinates and giving orders.

Leadership is about assignments and instructions to subordinates; deliberating with subordinates; supervising the work of subordinates, taking steps to improve the performance of subordinates, disciplining subordinates and dealing with conflict. A leader also motivates his or personnel, has knowledge of how people behave as individuals and in groups and communicates well. A leader does all of these which is in the interest of higher productivity and performance (Robbins, Bergman, Stagg and Coultres, 2006:597). Taking the reins of a leader is a duty that is performed by someone who is in charge of the activities of others.

Leadership is the relationship and interaction between supervisors and subordinates. In the process of leading a leader influences his followers and conversely, the influence of a subordinate on a leader, for instance, this interaction refers more specifically to information and reaction feedback to the leader, which helps him or her to adjust his or her style of leadership and plans (Robbins *et.al.*, 2006:597). In the light of the above-mentioned information, leadership can be defined as influencing and directing the behaviour of individuals and groups in such a way that they work willingly to pursue objectives and goals of the organisation (Smit and Cronjé,

1993:333). Leadership involves influencing others to achieve specific objectives. Furthermore, leadership implies leading and inspiring workers to carry out task-related activities of the groups.

3.8.1 Leadership characteristics

The first organised efforts by psychologists and researchers to learn more about leadership involved the analysis and identification of the personal qualities of leaders. The underlying notion was that strong leaders had certain basic traits that distinguished them from non-leaders and if traits could be isolated and identified, then potential leaders could be recognised. The psychologists' search for identifiable leadership traits followed two basic approaches. First, they compare the characteristics of those who had come forward as leaders, with those regarded as ineffective leaders (Smit and Cronjé, 1992:334). Most of studies fell into the first category mentioned above. Researchers held that leadership traits include qualities such as intelligence, assertiveness, above average height, a good vocabulary, attractiveness, self assurance, an extrovert personality and similar characteristics.

The researchers were disappointed with the results as there were so many exceptions. Research into the identification of specific leadership traits can be regarded as unsuccessful. The basic characteristics of leadership is to get people to work together effectively as a team, to inspire them, solicit their loyalty towards the group and to make a significant contribution to the achievements of objectives (Kroon, 1995:353). This consists of interaction between personalities and circumstances as interpreted by the group. The leader determines how instructions are to be carried out and encourages subordinates to strive towards a high level of performance.

To be a successful leader, principals must display and be aware of certain leadership characteristics. Examples of abilities and characteristics of successful leaders could be summarised as follows:

- **Power motive:** successful leaders enjoy being in position of power. They try to expand their power, they think about how they can influence other people's behaviour.
- **Achievement motive:** they enjoy achieving.
- **Problem-solving ability:** they are resourceful and enjoy solving problems.
- **Self-confidence:** leaders must be self-confident without being overbearing. This inspires confidence in subordinates.
- **Internal locus of control:** an effective leader is the primary cause of what happens in the school.
- **Sense of humour:** humour helps to relieve tension and boredom and reduce hostility in the workplace.
- **Vision:** this is particularly important for top managers, since they must visualise where the institution is going.
- **Courage:** managers need courage when it may be necessary to express ideas that deviate from the norm.

There are others as well:

- trust;
- respect for diversity; and
- team building.

Thus it could be deduced that the above-mentioned leadership characteristics are essential for a visionary leader, and to enable him/her to take an institution to a higher level.

Formal leadership takes place when a principal leads by exercising formal authority. According to Kroon (1995:354-355), managers have five potential sources of power: authority, control over rewards, control over punishment, personal characteristics and expertise. Authority refers to the institutionalised right of managers to act. It is a right of a leader to give orders and demand action from subordinates within a formal framework. Power refers to the ability to apply authority and power in such a way that subordinates take action. Educators are often influenced by the School Management Team (SMT) to make personal sacrifices for the school's sake, for example, the educators agree to teach grade 12 learners on Sundays.

At times the task of leaders might also involve delegating his/her authority to subordinate to perform a task with the necessary authority to execute it. The characteristics and actions expected of leaders differ from one institution to the next. For example, military leaders influence soldiers in such a way that they kill people, and must be prepared to sacrifice their own lives (Smit, Cronjé, Brevis and Vrba, 2007:273). However, there are forces which should be considered in selecting a style of leadership, namely, forces in the work environment. There are three elements in the work situation that determine which style of leadership will be effective.

The style of leadership can be influenced by the relations between a principal and teachers. For example if there is a relationship of trust, the principal can adopt a lenient attitude. The style of leadership can also be determined by task structuring. The more authority a leader has, the better his/her opportunities to enhance the performance of subordinates. The study will examine the transformational characteristics, transformational and participative leadership styles.

The research project will select the leadership style that suits for the implementation of educational policy.

3.8.2 Participative leadership and total quality management (TQM)

TQM and re-engineering could be used to examine the fundamental change in the schools. Re-engineering in this context means radical changes and radical re-thinking. Kelemen (2003: 97) defines TQM as a philosophy and practice of management, which aims to satisfy the customers by means of leadership and continuous improvement.

The customers (learners) of the schools want to experience quality and good service and expect consequently more and better quality. The learners are better informed and have data on which to make their decisions (Davies and West-Burnham, 1997:5).

TQM employs the participative management style of leadership in order to pursue continuous school improvements. It strives to achieve dramatic improvements by using teams. Gronn (2003:11) argues that flexible organisations place the decision-making authority in the hands of those close to sources of information and those who have the expertise to interpret and act on it. Participative management style is democratic by nature because the leader assures that everyone involved in an activity is heard, the leader guides and facilitates discussions. This type of leadership comes about from the practicing of TQM.

Participative leaders invite subordinates to participate in the development of decisions, build commitment among team members and generate new ideas. TQM rarely gives negative feedback and rewards adequate performance (Jablonski, 1992:22). A participative principal empowers his/her staff with the skills, supports and has better understanding of how they carry out their duties in the school. The principal has to ensure that teachers teach the learners. He/She should make sure that the Curriculum and Assessment Policy Statement (NCAPS) is implemented properly. It is important that the parents are trained on NCAPS so that they can be able to support their children. The principal should provide benchmarks to help parents to measure the quality of education received and the achievement made by their children. Recognising the capabilities and contributions made by employees can improve the performance and remove the traditional barriers that separate management from labour.

Participative management is an evolutionary process of trust and feedback which develops over time. The first steps toward participative management are slow and momentum builds gradually. In order to promote continuous process improvement (CPI), practitioners of TQM should accept small and incremental gains as a step in the right direction towards total quality. TQM recognises that substantial gains can be achieved by the accumulation of many seemingly minor improvements whose synergies yield tremendous gains over the long run. The continuous improvement enhances a basic tenet of TQM – long term focus. It is important for the school

leaders to invest in TQM because big gains lie in their future. Murgatroyd and Morgan (1992:59) state that TQM (in an educational context) is increasingly used to describe a variety of different initiatives in organisations. It refers to the systematic management of an organisation's customer-supplier relationships in such a way as to ensure sustainable, high quality improvement in performance.

Lagana (1998:52) argues that empowerment is a controlled process whereby a person or persons is given the opportunity to take risks and compete without repercussions in the case of failure. Empowerment is the process of providing people with the opportunity and the necessary resources to enable them to believe and feel that they understand their world and have the power to change it. Carl (1994:3) warns that empowerment does not mean a total free-reign situation where everybody hopes for the best as accountability and responsibility remains important. Responsibility refers to the duties of a person in terms of his or her position on the work allocated to him or her, while accountability refers to the person's duty to give an account of having successfully executed his or her work in terms of criteria and pre-determined standards.

Empowerment is a process or personal development and growth that eventually enable an individual to take independent decisions and act in such a way that it will impact on a specific environment in a positive way (Carl, 1994:3). This view is shared by Ginsberg, Johnson and Moffet (1997:28) who postulate that empowerment is the extent to which educators practice autonomous behaviour while maintaining collegial interaction. The educators do so by accepting collective responsibility and accountability for the learner's outcomes. They share a common body of knowledge and adhere to agreed upon educational standards. When the educators are empowered they will exercise self-direction in the classroom decision-making, and will participate in group problem-solving.

3.8.3. Implementing TQM and the five tasks

From an analysis of high-performing organisations and those that can be described as permanently failing, there are five critical features of successful TQM organisations that are required to achieve sustainable, steep slope quality improvements.

These are:

- alignment within the organisation (everyone pulling towards the same strategic ends) and commitment to a shared vision;
- an extended understanding of the customer-driven and process oriented basis for quality;
- an organisation designed around teams, with investments made in team development and changes made in performance management systems to reflect;
- teamwork as the basis for the organisation's activities, by setting of particularly challenging or outrageous goals, which commit the organisation to significant increases in performance outcomes; and
- the systematic daily management of the organisation through the use of effective tools for measurement and feedback (Hopkins, 1994:171).

When all these elements are strong, they provide the focus for the work of the school and are understood by all teachers. The features, shared goals, knowing the customer, the primacy of teams, outrageous goals and effective feedback by measurement can be regarded as a task that the management team within a TQM organisation has to achieve if it wishes to be successful.

There is a challenge that is faced by the principals in schools. There is tendency of some educators and learners who come late to school. This trend impacts negatively on the role of principals in terms of managing curriculum delivery. Effective time management is critical for both educators and learners. Poor discipline by both educators and learners hampers the school progress. The school management teams

(SMTs) spend most of their valuable time addressing disciplinary issues rather than being effectively involved in carrying out their professional duties. Some educators have a tendency to form cliques, which undermine the authority of the school management. In the poorly performing schools, absenteeism by educators is high and some teachers do not even bother to report their absenteeism to the principal. If absenteeism were reported, it would enable the school management to make the necessary arrangement for their classes (Fullen, 2003:3)

The TQM leadership model consists of three Cs: The first C of TQM is the organisational culture. Culture minimises the control role of those in leadership positions and maximises the power of the employees nearest to the customer. It gains energy from achievement and a sense of ownership of the challenges and future of the organisation (Parsons, 1988:5). The second C of TQM is commitment. A successful TQM organisation engenders a sense of pride and opportunity for developing its people (staff and customers) and that there is a great deal of ownership for the goals of the organisation among all employees. This kind of commitment is the one that extends to taking risks so as to achieve goals, as well as working systematically. In this regard other employees are kept informed of the opportunities that exist for innovation and development.

The final C of TQM is communication, which is important for the school. A successful TQM implementation depends on five key features namely: vision, strategy, specific, measurable, attainable, reasonable and time frame (SMART) goals, teams and tools for daily management. These include culture commitment and communication.

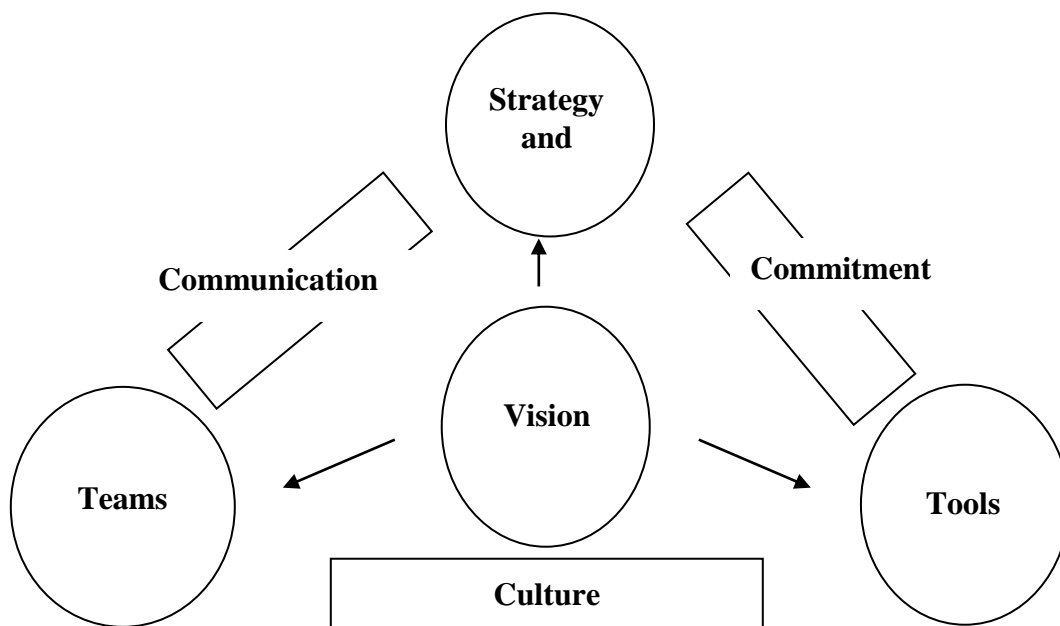
3.8.3. TQM teams as the focus for organisational design

The successful implementation of TQM requires that the existing organisational hierarchy be transformed into teams that will make TQM a reality. The traditional leadership hierarchy of managing schools needs to be transformed.

The following are the characteristics of the traditional school:

- truth comes from those with positional power. Usually this will include the oldest and most experienced but not necessarily the wisest;
- people need to be directed in the carrying out of instructions and supervised to enact commitments;
- relationships are basically lineal and vertical;
- each person has a niche in the organisation that cannot be invaded; and
- the organisation is responsible for taking care of its members.

Figure 3.3 – The TQM model for school leadership



Source: Murgatroyd and Morgan (1992:67)

By the early 1990s, many public sector organisations changed their organisational design to revolve around self-managing work teams responsible for key processes within the organisation. Herman (1993:4) postulates that managers of quality management processes must instill a culture, in all educators, that creates and maintains an attitude of continual striving for improved quality of education. The empowerment through teams' movement is utilised in New Zealand, Austria and Finland (Oakland, 2000:197).

Before the planning team begins its work to select improvement goals and programmes for the school, it is essential to develop an environment of open communication and collaborative decision-making among its membership and within the personnel of the school (Woods, 1997:72).

Process improvement can be tackled by the use of teamwork because:

- they maximise the creative talent within an organisation and promote learning;
- they are learning units in that they encourage the transfer of knowledge and skills;
- they promote problem ownership;
- they encourage a wider range of problem-solving than can be tackled by a single individual, especially when the teams are cross-functional;
- team work is more satisfying (when managed well and associated with team development and training) than working alone; and
- team work carries lobbying power in terms of support for proposals that will lead to change (Stephenson, 1988:138).

In the case of the school, the HODs should encourage team teaching so that the educators can share information that will assist them to impart skills and knowledge to learners. Some educators may lack confidence to teach certain sections in the learning area/subject. Through collegial teaching, such educators may gain confidence to teach those sections. For example, an educator may ask a colleague to present a particular section to learners to ensure that learners understand the NCAPS well.

All of these features are conditional depending on four requirements:

- a commitment to team working from the top of the organisation;
- investment in training and development to help teams to master the skills of effective team working;
- that teams are the basic unit for dealing with all the activities within the organisation; and

- teams should be given very specific mandates, deadlines and resources to perform their tasks responsibly and efficiently.

Hargreaves (1998:80) postulates that collegiality is rapidly becoming one of the new orthodoxies of educational change and school improvement. Collegiality has been advancing as one of the most fruitful strategies for fostering teacher development. Collegiality promotes teacher development beyond personal, idiosyncratic reflection and beyond dependence on outside experts, to a point where teachers can learn from each other, sharing and developing their expertise together. If collegiality is indeed seen as promoting professional growth and internally generating school improvement, it should also be viewed as a way of securing effective implementation of externally introduced changes. The creation of productive and supportive collegial relationships among teachers seems to be a prerequisite for effective school-based curriculum development. Although not quite a cure-all, the alleged benefits of collegiality for organisational health and effectiveness therefore appear to be both numerous and widespread (Brock and Grady, 2002:83).

It would seem as if collegiality forms a significant foundation to restructure schools and to reform them from within. Hargreaves (1998:81) postulates that much of the burden of educational reform has been placed upon “its fragile shoulders”. School improvement, curriculum delivery, teacher development, and leadership development are all seen as being dependent, to some extent, on the building of positive collegial relationships for their success. Although teamwork is not itself the subject of any national state, or provincial mandates, if successful, development will be viewed as essential to the effective delivery of reforms that are mandated at national, provincial and local levels of government.

Critics of collegiality have focused on the difficulties of implementation, particularly issues of time for teachers to work together and issues concerning the unfamiliarity that many teachers have with the collegial role. Some secondary education

institutions, which have been astounded by the results they are getting (Fullan and Stiegelbaur, 1999:121)

3.8.4. Transactional leadership

The traditional management function of leading is also known as transactional leadership. In transactional leadership both the leader and manager perform similar functions, they clarify the role of educators, initiate structures and provide appropriate rewards. The leaders and managers conform to school norms and values. Their style is characterised by objectives and standards and the evaluation and correction of performances, policies and procedures.

The managers and transactional leader have the characteristics of directing and controlling in a stable situation with greater centralised authority. The nature of transactional leadership is characteristic of being stable, ongoing structures, exchange or agreements with followers are developed. The leader points out what the followers will receive if they do something right or wrong. The relationship of leader and followers last only as long as the needs of both leader and followers are satisfied as per arrangement. The performance of a task in the transactional leadership, depends on the relationship between a leader and his/her followers. According to Smit *et.al.*, (2007:285) transactional leadership does not bind the leader and followers together in a mutual and continuing pursuit of higher purpose.

In a changing environment, as in South Africa, a purely transactional leadership style may be counterproductive. The transactional leadership will be difficult to implement in the public institution. The leadership style will be difficult to implement in an educational setting. For example, the South African Schools Act of 1996 does not make provision for the principals to pay incentives to teachers. The principals have no control of public funds that they can offer educators. However, the school governing body which has raised adequate funds may attempt to implement the

transactional leadership. There is no guarantee that the school will have adequate funds in the long term.

3.8.5. Charismatic leadership

Charismatic leadership is based on a leadership style that inspires loyalty, enthusiasm and high levels of performances (Mullins, 2002:310). A charismatic leader has an idealised goal or vision and a strong personal commitment to that goal. Such leaders communicate the goal to others, display self confidence and are viewed as being able to make the radical changes to reach the goal. The followers in turn, trust the leader's beliefs, and adopt those beliefs themselves. A charismatic principal should establish direction for the school. He/she should take the responsibility to ensure that the teachers, parents and learners work together to formulate a school's vision. They should formulate the mission statement, and strategies for change. The principal motivates people and teams to follow a vision. A charismatic principal should steer people in the right direction through motivation and checking control mechanisms. He/she should check that the teachers follow the new direction.

It is important for the charismatic principal to be supported by an effective school management team (SMT). The SMT should plan collectively and establish goals and formulate strategies to reach the goals. The SMT's responsibility is to implement policies, processes, and procedures. They should manage teachers and learners to carry out the school activities and achieve excellence. The SMT should always provide feedback to the principal. This will offer the principal the opportunity to support them and correct deviations if there are any.

3.9 MOTIVATION

Robbins (2000:407) defines motivation as willingness to exert a persistence and high level of effort towards organisational goals, conditioned by the effort's ability to satisfy some individual need. The key elements in this definition are intensity of efforts,

persistence, direction toward organisational goals, and needs. The efforts element is a measure of intensity. This refers to someone who is motivated and trying hard.

Robbins (2000:408) concedes that people who are persistent, sustain their high level of effort despite barriers or difficulties. However, persistence and effort are unlikely to lead to favourable job performance outcomes unless the effort is channelled in a direction that benefits the organisation. It is therefore essential that the quality of effort be taken into consideration as well. Robbins (2000:408) states that motivation is treated as a need satisfying process. A need in this context means some internal state that makes specific outcomes appear attractive. It is further stated that an unsatisfied need creates tension that stimulates drives within the individual. According to Robbins (2000:408) these drives generate a search behaviour to find particular goals that, if attained, will satisfy the need and lead to the reduction of tension. Motivated employees are in a state of tension. To relieve this tension, they exert effort, the greater the tension, the higher the effort level. It is noteworthy that, inherent in the definition of motivation is the requirement that the individuals need to be consistent with the organisational goals. When they are not, individuals might exert high levels of effort that actually run counter to the interests of institution. For example, some employees regularly spend a time talking with friends at work in order to satisfy their social needs. In this case there is high level of efforts, but it is being unproductively directed.

Motivation is generally regarded as the most important component of leadership (Van der Waldt and Du Toit, 1998:196). Management should be able to get personnel to work together to achieve the objectives of the institution. Activities have to be carried out and managers have to motivate personnel to take action. Kroon (1995: 327) states that leadership depends largely on the ability to motivate, influence, lead and communicate with subordinates. Personnel need motivation to achieve an acceptable level of performance. According to Kroon (1995: 327) motivation is what causes, channels and maintains human behaviour. It is important that management have a

basic understanding of the reasons for human conduct in order to influence people's actions.

The principal who is effective is the one who is able to mobilise his/her staff towards achieving the goal of the school. The successful principal is capable of achieving good results by motivating the teachers to work hard and ensure that every learner receives the curriculum as prescribed by the Department of Basic Education.

It is imperative that the principal should be conversant with communication skills. He/She should be a good listener and should have interpersonal skills. The words should be carefully selected to accomplish the goal of the communication (Steyn and Van Niekerk, 2002:53). The principal should use language as accurately as possible and avoid insulting the recipients' intelligence. The principal should be able to persuade his/her followers to adhere to the plans agreed upon.

3.9.1. Basic motivation rewards issues

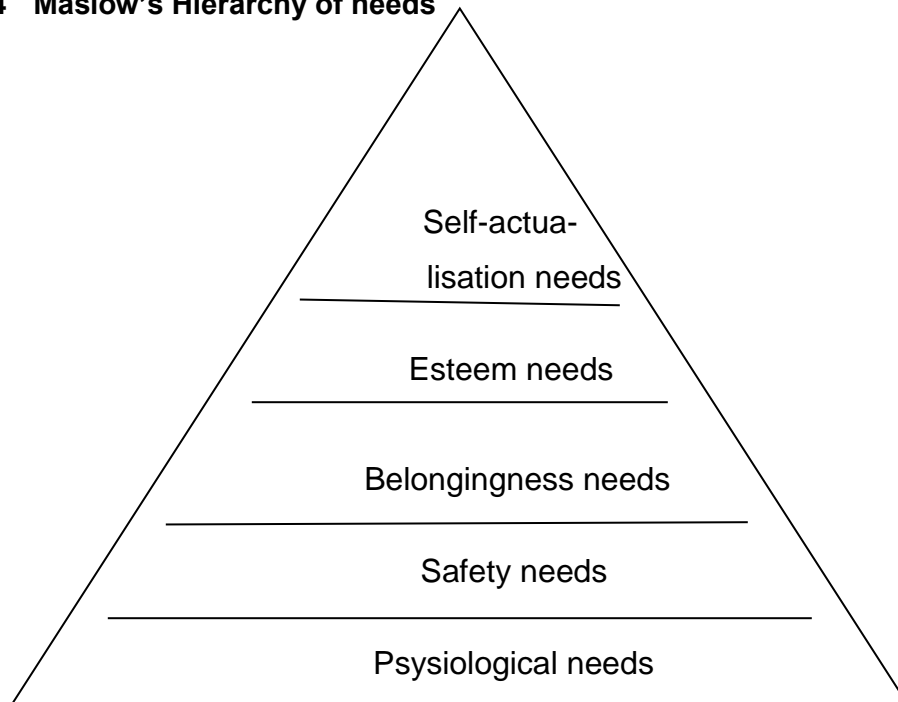
It is essential that principals need to be concerned with some of the basic issues if they are going to design systems that will maximise teachers performance. The different needs that drive human behaviour should be considered. Four specific theoretical frameworks have been identified as basic needs that individuals seek to satisfy. The common theme among these frameworks is that motivation is caused by deficiencies in one or more needs or need groups (Robbins, 2000:408).

3.9.2. Motivation

Motivation theory is probably the best-known approach to motivation by Abraham Maslow's hierarchy of needs (Robbins, 2000:408). He hypothesised that within every human being there exists a hierarchy of the following five sets of needs.

- **Physiological needs.** The lowest order of human needs are the basic physiological necessities such as water, food and shelter. These needs can be acquired if money and employment are available.
- **Security and safety needs.** According to Maslow's theory, if the needs of the previous level are satisfied, a new need level automatically emerges which represents a higher step in the need hierarchy. This level concerns stability (including financial security) and freedom, physical threats and dangers. Teachers want to be assured that their survival is not in jeopardy. The teaching profession should give them this kind of security. Many teachers have entered the education system because it can provide a secure and stable job.
- **Belongingness needs.** This level includes effective relationships and the need to belong to a group or family. Feedback from group members which confirms one's sense of belonging is vital.
- **Self-esteem needs.** These include the need to feel valued and respected by the self and significant others. Teachers who do not feel that their status and self-esteem needs are being met through their job, can become discouraged. They want to be recognised for their achievements. The need for such recognition is partly met by awards, promotions and other incentives. The satisfaction of these needs leads to self-confidence and a sense of gratification.
- **Self-actualisation needs.** These are needs to fulfil one's potential and to develop one's capacity.

Figure 3.4 Maslow's Hierarchy of needs



Source: Robbins (2000: 409)

Maslow described physiological needs, safety needs and belongingness as deficiency needs. He described them on the basis that they must be satisfied if the individual is to be healthy and secure. The last two, that is, esteem and self-actualisation needs were called growth needs because they are related to the development and achievement of one's potential. These groups are also referred to as lower – order needs and higher-order needs, respectively. Maslow stated that these needs were inherent in all people, that they were genetically determined, and that the five needs – sets existed in a hierarchy (see diagram). Despite the fact that all people have the same needs structure, according to Maslow, they can be at different levels on the hierarchy. Maslow postulates that as each of these needs becomes substantially satisfied, the next higher becomes dominant. From the motivational perspective, Maslow argues that, although no need is ever fully gratified, a substantially satisfied need no longer motivates. Basically, Maslow's theory of motivation states that if you want to motivate someone, you need to understand what level of the hierarchy that person is currently on and focus on satisfying the needs at or above that level.

3.9.3. The role of the principal in implementing Maslow's theory

Maslow puts it succinctly when he argues that basic physiological needs can be met if money and employment are available. Teacher unions such as the South African Democratic Teachers Union (SADTU) and National Professional Teachers Organisation of South Africa (NAPTOSA) negotiate for higher salaries and basic conditions for teachers.

The principal should ensure that amongst others, should include financial management skills. He/she can invite the motivational speaker or the financial planner to assist the teachers on personal financial management. This will empower them to manage their finances efficiently, effectively and economically. The teachers should avoid getting loans from many financial institutions as this could impact negatively on their income.

With limited budgets principals usually cannot provide additional bonuses for staff nor can they determine the salary attached to a post. This is the prerogative of the Department of Basic Education (DBE). They can, however, play an important role in ensuring that teachers receive their salaries regularly and make special arrangements if there are any delays.

The principals can also help to address staff's security and social needs. Principals are commonly accused of not informing their staff what their limits are and what is expected of them in respect to security needs. It is essential that principals should communicate their wishes to the staff. Policy formulation of various policies, such as school policy, sports policy and learning area (subject) policies, can help to convey expectations. Other regulations such as the starting time of the school, leave conditions and communication channels will help teachers to recognize and accommodate their environment. Ensuring an environment that is free of violence is another security need that should met.

The teachers' social needs can be met by serving on various committees such as a sports committee, examination committee and cultural committee at the school. Their participation on committees can help satisfy teachers' need to belong to a group.

Self-esteem and self-actualisation needs are categorised as higher-order needs. Self-esteem needs are important in boosting the performance of staff. Unfortunately, some principals often neglect these needs. Consequently they impact negatively on the role of the principal. The principal should be aware that teachers want acknowledgement for what they do well. The principal should provide appropriate, timely and specific feedback to staff on their performance. This can satisfy the staff's needs at this level. The principal should create a climate in which self-actualisation is possible. The teachers need challenging jobs and skills development to realise the potential.

3.9.4. The importance of motivation

The benefit of motivated staff members is that teachers are always looking for better ways of doing their job. Teachers will usually find them if they are serious about doing so. Motivated teachers are usually concerned about quality. The school benefits from this because teachers within and outside the organisation perceive it to be quality conscious. Highly motivated teachers are more productive than apathetic ones.

The principals must use their leadership authority and power to ensure successful task execution. They should also realize that, it is people who should implement policy. Therefore it is important to create a school environment where staff member's actions are directive by good leadership. Recognising the importance of and promoting staff motivation can contribute greatly to the effectiveness of secondary schools.

3.10. CONCLUSION

The research has examined some of the critical roles played by the principals as educational leaders in their schools. Critical factors that are impacting on the role of leadership have been identified and put into perspectives. One of the principal's roles in the secondary education is to lead, policy formulation and implementation, planning, organising staffing, financial management control and staffing.

Leadership has been identified as the critical aspect in organisational development. The principal and the school management team should provide effective leadership in the school. They must put the necessary systems in place. They must ensure that the educators have the necessary resources to be able to teach the learners in an efficient and effective manner. The participative management approach has been identified as the appropriate leadership style that the principals can use effectively in leading.

The participative management leadership style is democratic and it allows the principal to involve educators, school governing body members to participate in planning. The involvement of stakeholders in collective decision making encourages them to own the programmes. Such ownership is likely to impact positively on the role of leadership. The chapter dealt with some essential leadership activities in which the principal can involve educators and learners to work together. The chapter has indicated some factors that can impact either negatively or positively on the role of leadership.

4

RESEARCH METHODOLOGY

4.1 INTRODUCTION

Chapter 4 examines the research procedures and investigative process of this research project. It outlines the limitations of the study as well as implications for further research. The discussion of research methodology commences with a definition of qualitative research, and the research design adopted. The format of the inquiry and methods of data collection are comprehensively examined, after which the procedures of data analysis and interpretation are presented. This is followed by a discussion of data consolidation and interpretation. Subsequently the validity, reliability, triangulation and ethics of qualitative research will be discussed.

Qualitative research methodology uses various approaches to analyse data. Amongst others, are observation, interviews, and documentary analysis. This study will employ content analysis which is the method used to analyse documents. Observation, interviews and documents will be discussed extensively in this chapter. Triangulation is a process which is used by both qualitative and quantitative social researchers. It is a method of using multiple investigators, sources, or data collection methods to confirm emerging findings. This study will use triangulation using qualitative graphs and statistical devices to support the interpretation of data.

4.2 QUALITATIVE RESEARCH APPROACH

This research project adopts a qualitative research approach and will use content analysis as a technique to analyse documents. Brynard and Hanekom (1997:29) state that qualitative refers to research method which produces descriptive data. Qualitative research is an effort to understand situations in their uniqueness as part of a particular context and the interactions that take place in that setting. This understanding is an end in itself because it does not attempt to predict what may happen in the future. It is important that the researcher understand the nature of that setting. The researchers should understand what it means for the participants to be in that setting and what their meanings are. The researcher should understand what the world looks like in that particular setting.

The analyst strives for the understanding of qualitative research. Merriam (1998:3) states that the key to understanding qualitative research lies with the idea, that meaning is socially constructed by individuals in interaction with their world. This reality of their world, which is being referred to, is not the fixed, single, agreed upon, or measurable phenomenon that is assumed to be in positivist, that is, quantitative research.

There are multiple constructions and interpretations of reality that are changing over time. Qualitative researchers are interested in understanding what those interpretations are at a particular point in time and context. The interpretative qualitative approach is the learning of how individuals experience and interact with their social world, and the meaning it has for them. In critical social theory, a researcher may investigate social and political aspects of the situation that shape reality. For example, if the researcher was interested in studying the placements of a child in foster care, the researcher might focus on understanding the experience from the perspective of the child, the foster family, the agency, or all three. The qualitative approach is the primary instrument for data collection and data analysis. Often the researcher undertakes a qualitative study because there is a lack of theory or an

existing theory fails to adequately explain a particular phenomenon. The qualitative researcher's process is inductive because the researcher gathers data to build concepts, hypotheses or theories rather than deductively deriving postulates or hypotheses to be tested (as in positivist research).

Table 4.1: Characteristics of qualitative and quantitative research

Point of comparison	Qualitative research	Quantitative research
Focus of research	Quality (nature, essence)	Quantity (how much, how many)
Philosophical phrases	Phenomenology, symbolic interactionism	Positivism, logical empirical, statistical
Associated phrases	Fieldwork, ethnographic, naturalistic, grounded, constructivist	Experimental, empiricism statistical
Goal of investigation	Understanding, description, discovery, meaning, hypothesis generating	Prediction, control, description, confirmation, hypothesis testing
Design characteristics	Flexible, evolving, emergent	Predetermined, structured
Sample	Small, non-random, purposeful, theoretical	Large, random, representative
Data collection	Researcher as primary instrument, interviews, observation, documents	Inanimate instruments (scales, tests, survey's questionnaires, computers)
Mode analysis	Inductive (by researchers)	Deductive (by statistical methods)
Findings	Comprehensive, holistic, expensive, richly descriptive	Precise, numerical

Source: Merriam (1998:5)

Phenomenology, as a school of philosophical thought underpins all qualitative research. According to Merriam (1998:5), some authors assume that all qualitative research is phenomenological. Phenomenologists are interested in showing how complex meanings are built out of simple units of direct experience. Phenomenology is concerned with the essence structure (Creswell and Clark, 2011:173)

Table 4.2: common types of quantitative research in education

Basic of generic	Includes description, interpretation and understanding Identifies recurrent patterns in the form of themes or categories May delineate a process	Meaning-making in transformational learning (Courtenay, Merriam and Reeves forthcoming)
Ethnography	Focuses on society and culture Uncovers and describes beliefs, values and attitudes that structure behaviour of a group	A study of twenty successful Hispanic high school students (Corderio and Carspecken, 1993)
Phenomenology	Is concerned with essence of basic structure of a phenomenon Uses data that are the participant's and the investigator's firsthand experience of the phenomenon	The role of intuition in reflective practice (Mott, 1994) Practices inhibiting school effectiveness (Aviram, 1993)
Grounded theory	Is designed to inductively build a substantive theory regarding some aspect of practice Is "grounded" in the real world	A framework for describing developmental change among older adults (Fischer, 1993)
Case study	Is intensive, holistic description and analysis of a single unit or bounded system Can be combined with any of the above types	A comparative case study of power relationships in two graduate classrooms (Tisdell, 1993)

Source: Merriam (1998:12)

4.2.1 The format

The choice of the research format is crucial and the aim and format of the inquiry need to be compatible. It is, therefore, necessary that the format is selected only once a field of study has been identified in order to ensure the most effective format for the study. The investigator needs to consider the research format carefully.

4.2.2 Critical qualitative research

The critical qualitative approach uncovers, examines and critiques the social, cultural and psychological assumptions. Critical research focuses more on individual than on context and it queries the context within which learning is taking place. It also queries

larger systems of society, the culture and institutions that shape educational practice. The case study can be characterised as being particularistic, descriptive and heuristic.

Table 4.3: Ethnographic Research: case studies

Design classification	Empirical Hybrid data	
	Textual and numerical data	Low control
Key research questions	Case studies of companies or organisations (business studies; case studies in social work research (focus on the family; house-hold; small communities); case studies in political science where countries/nations or regions are studied as cases.	
Conceptualisation/ mode of reasoning	Inductive; a-theoretical. No hypothesis is formulated. In some cases certain 'general ideas' or 'exceptions' act to guide the empirical research.	
Selection of case/sampling	Theoretical judgement sampling.	
Mode of observation / sources of data	Participant observation; semi-structured interviewing (individual and focus group); use of documentary sources and other existing data.	
Analysis	Analytic induction (Zniannieki); grounded theory approach (Glaser and Strauss).	
Strengths	High construct validity; in-depth insights; establishing rapport with research subjects.	
Limitations	Lack of generalisability of results; non-standardisation of measurement; data collection and analysis can be very time-consuming.	
Main sources of error	Potential bias of researcher; lack of rigour on analysis. The best introductory texts are by Stake (1995) and Yin (1994), other well-known texts are by Kohler Riessman (1994); Hamel <i>et al.</i> (1993); Smith <i>et al.</i> (1982); Yin (1993); Stoecker (1991) and Ives (1986).	
Additional sources and websites	Studies that look at specific disciplinary applications are in education (Binneberg, 1985), psychology (Bromley, 1986), clinical research (Behling, <i>et al.</i> , 1984), marketing (Bonoma, 1985) and management studies (Lee, 1983)	

Source: Mouton (2002:149)

4.2.3 Particularistic

Particularistic means that the case study focuses on a particular situation, event, programme or phenomenon.

4.2.4 Descriptive

Descriptive means that the end product of a case is a rich, comprehensive description of the phenomenon under study. Comprehensive description means the complete, literal description of the incident or entity being investigated.

4.2.5 Heuristic

Heuristic means to discover the case study that illuminates the reader's understanding of the phenomenon under study. It can bring about the discovery of new meaning, extend the reader's experience, or confirm what is known. The heuristic quality of a case study can explain the reason for a problem, the background of a situation, what happened and why. Heuristic case studies can explain why an innovation succeeded or failed.

4.2.6 Establishing the success potential of the research

Fox and Bayat, (2007:18) concede that before the researcher takes further steps, he or she should attempt to establish whether outcome of the research project is likely to be successful. Review of literature should have given an indication of the nature and complexity of the project. Elements such as the availability of resources, amongst the others, Finance, time and expertise may have an influence on the research. The selection of the research approach is important.

The question to answer is whether the relevant solution will be found in the past, present or further. The approach could be historical, descriptive or experimental. It is vital that data collection and analysis techniques and research designs are discussed.

4.3 RESEARCH DESIGN

There are four common research designs namely: case study research design, ethnographic research design, grounded theory research design and phenomenology research design (Fox and Bayat, 2007:69 -70). The study will elucidate these research designs and justify the adopted research design for this study. The term case study refers to the fact that a number of units of analysis, such as an individual, a group or an institution, are studied intensively (Welman and Kruger, 2001:182 – 187). In a case study, if a single individual is studied, she or he should be highly representative of a particular population. Conversely, such an individual should be extremely a typical of the phenomenon being studied (Allison, O' Sullivan, Owen, Rice, Rothwell and Saunders 1996:15).

When a group or an institution is being investigated, the fieldwork is often conducted, that is conducting the research on the spot under circumstances of the specific case (Allison et al,(1996:15). Three aspects should be borne in mind by the researcher when conducting case study research (Fox and Bayat, 2007:69).

- the case should be defined or demarcated, which means that its boundaries should be determined;
- whatever technique is used to collect data, the concern is not merely to describe what is being observed, but to search, in an inductive way, for consistent regularities and recurring patterns; and
- triangulation is associated with construct validity. When something, for example a variable, is measured with a particular instrument, that instrument must measure what it is supposed to measure. This requirement is the construct validity of the scores obtained on a measuring instrument.

Having explained the case study designs, it is necessary to discuss ethnography research designs. Ethnography studies consists of qualitative research aimed at the scientific description and understanding of various human races, human cultures and human societies (Fox and Bayat, 2007:70). Research designs are as varied and as unique as questions and hypothesis they help to answer and the problems they help

to solve (Creswell and Clark, 2011:180). Creswell (2007: 151) concedes that there is no agreed upon structure for how to researcher's design a qualitative study. A researcher designs a qualitative study. A researcher's design can be described as a plan for conducting research. Creswell and Clark (2011:181) posit that before any type of design is constructed, the following questions have to be answered. The answer to each question has a bearing on the sequence of steps to be followed in a research project:

- what is the purpose of research?
- what is to be measured or tested?
- how many independent variables are involved?
- what type of data is required?
- what is the easiest and most efficient way of collecting data?
- what benefits will accrue from the results of the research?

In the research design the researcher has to describe what he or she is going to do with the participants in order to reach conclusions related to the research problem (Fox and Bayat, 2007:51). In this regard, the participants would be the secondary school principals in order to arrive at the conclusions related to the research problem. The research design includes problem, questions, the data collection, the results and the discussion starts with examining the literature related to the problem and analysis (Creswell, 2013:51). The purposes, questions, methods of research are all interconnected and interrelated so that the study appears as a cohesive whole rather than as fragmented, isolated parts. Having discussed ethnographic research designs, it is necessary to discuss the grounded theory research designs.

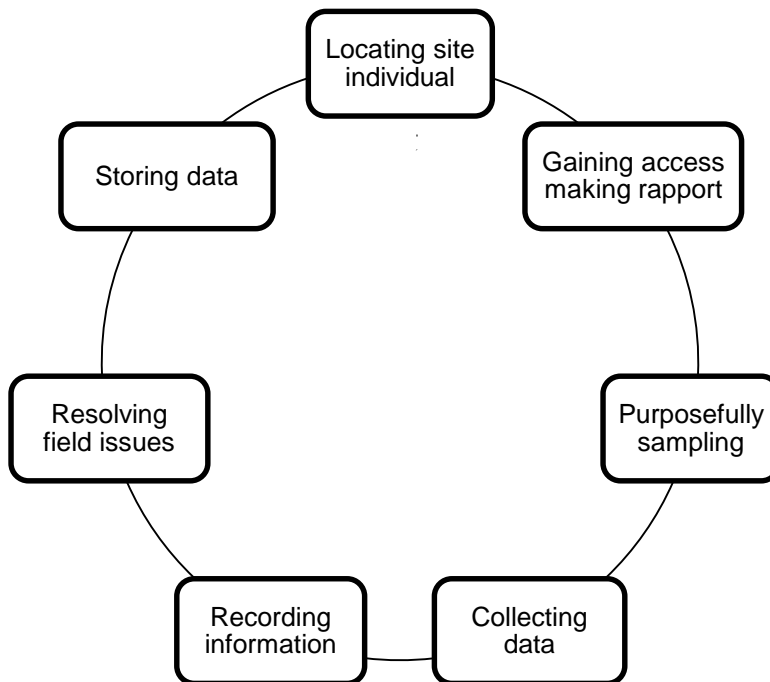
Grounded theory is an analytic strategy. The approach emphasises that a theory be built from the ground up (Rice et al 1996:16). A grounded theory is the one which is inductively derived from the phenomenon it represents. Grounded theory research design is discovered, developed and provisionally verified through systematic data collection and analysis of data pertaining to that particular phenomenon. The discussion of the phenomenological research designs will be done. In phenomenology, the view is taken that what researchers observe is not reality as

such, but an interpreted reality (Allison et al 1996:19-20). While natural scientists have nothing in common with their search for objects, such as gases, minerals, plants and animals, social scientists are in reality, members of the group being studied. The study will adopt a grounded theory because it employs a set of procedures for analysing data that will lead to the development of theory useful to the study. In addition, it is a research design used in social sciences. In view of the above-mentioned information, it is imperative that data collection in qualitative research is discussed.

4.4 DATA COLLECTION IN QUALITATIVE RESEARCH

Creswell (2007:118) concedes that a “circle” of interrelated activities displays a process of engaging in activities that go beyond collecting data. These activities are locating a site or an individual, gaining access and making rapport, sampling purposefully, collecting data, recording information, exploring field issues, and storing data. Figure 4.1 demonstrates qualitative inquiry and research design.

Figure 4.1 Data Collection cycle



Adapted from Creswell, (2007:118)

Locating site, individual or group

It is important that the researcher locates a site, individual or group for the study. Creswell (2007:71) states that, selecting an individual or site research domain is defined differently, depending on the relative tradition of inquiry. As far as biography study is concerned, it could mean finding an individual who is accessible, who is willing to provide information that is distinctive concerning his or his accomplishments, and who could be selected according to a rational approach involving chance and could come from another, wider investigation or could be a volunteer. Often an individual is identified as a subject by reason of being marginalised or being part of a community distinguished by conflicting cultures (Creswell, (2007:85).

In ground theory people may be selected to provide contextual information. For example an individual, site or research domain may be known to the researcher. The information obtained may be personally biased and could merely serve to substantiate certain preconceived ideas. Intimate knowledge may influence a researcher's objectivity.

In the view of the above-mentioned information, it is imperative that data collection and gaining permission is explained.

4.5 DATA COLLECTION AND GAINING PERMISSION

Creswell and Clark (2011:210) concede that the researcher should ask for permission from the relevant authorities and organisations to use their documents to extract data for research purposes. The investigator had to ask permission from the Chief Executive Officer (CEO) of the South African Council of Educators, (Brijraj), Pampallis, Prew, Ndebele, Creesy, Floyd, and Kibi. Permission to analyse their documents which were presented at the conference was granted.

Creswell and Clark (2011:215) state that the researcher should determine what sources of data will best answer the research question. The documents presented at the conference are relevant to the phenomenon being studied.

Population and sampling

Population is the object of research and consists of individuals, groups, events, organisations or human products. A population is the full set of cases from which samples are taken (Fox and Bayat, 2007:50). Individuals and events share a characteristic and represent the whole or sum total of cases involved in a study and is called the universum or population (Fox and Bayat, 2007:51). The separate individuals or objects belonging to the population are called elements of that population. A sample is any subset of the elements of the population that is obtained (by some process) for the purpose of being studied (Mouton , 1996:135). Sampling is the process by which elements are drawn from the population. Judgement sampling occurs when researchers base the selection of their units of analysis on their own expert opinion of population (Creswell, 2007:75).

Creswell and Clark (2011:173) state that purposeful sampling in qualitative research means that the researcher intentionally select (or recruit) participants who have experienced the central phenomenon or key concepts being explored in the study. For example, the South African Council of Educators paper which was presented by the Chief Executive Officer, (Brijraj) is a research survey that had been conducted on school governance in South Africa. This was done at the request of the Ministerial Committee on school governance. Thirty five secondary school principals were surveyed by SACE. Brijraj (2004:1) conceded that 35 principals were a population.

Having discussed the population and sampling, it is important to elucidate how qualitative data is collected.

4.6 QUALITATIVE DATA COLLECTION

An important part of the planning of a research project is the choice of methods by which data are to be collected. This will influence the precise form of the hypothesis or questions to be studied and the nature of the sample to be drawn (Nisbet and Entwistle, 1970:32) The qualitative research methods of collecting data are interview

observation and documentation. These data collection methods will be discussed and the approach to be adopted for this study will be motivated and justified.

4.6.1 Interviews as data collection strategy

Hopkins and Antes (1990:263) describe personal interviews as a face-to-face meeting between a questioner and a responder or an oral presentation of an attitude scale. Hopkins and Antes (1990:263) state that the responses to an interview can be expected to be greater than that of a questionnaire with returns of over 90 percent not uncommon. The interview allows the respondent to clarify the question asked and the questioner afforded the opportunity to probe for the specific meanings of answers.

Merriam and Associates (2002:11) concede that the most common form of interview is the person-to-person encounter in which a person elicits information from another. The main purpose of an interview is to obtain a special kind of information. Interviewing is necessary when one cannot observe behaviour and feelings of respondents. Interviews are necessary, particularly when researchers are interested in the past events that are impossible to replicate. Interviewing is the best technique to use when conducting intensive case studies of a few individuals. An interview should be structured.

Creswell (1998:124) posits that interviews involve the collection of data through direct interaction between the researcher and the individuals being studied. He further states that this direct interaction is the source of both the main advantages and disadvantages of the interview as a research technique. The advantage of interviews is that they are adaptable. For example, if the individual makes an interesting remark, a well-trained interviewer can ask a follow up question on the spot. Interviews can elicit data in much greater depth.

Collecting data through interviews involve determining the respondents to be interviewed. This will depend on what the qualitative researcher wants to know and

from whose perspective the information is designed. The researcher selects the respondents on the basis of what they can contribute to the researcher's understanding of the phenomenon under study and in this way, the researcher is engaging in purposive or theoretical sampling. The qualitative researcher should address the following:

- the investigators' motives and intentions and the inquiry's purpose;
- the protection of respondents through the use of pseudonyms;
- deciding who has final say over the study's contexts;
- payment (if any); and
- logistics with regard to the time and number of interviews to be scheduled.

The investigator should use words carefully and use unambiguous language when directing a question to the interviewee. The interviewer should be aware of his or her stance towards the interviewee. It is important that the interviewer ensures neutrality with regard to the interviewee's knowledge, except if the interviewee differs with the investigator on beliefs and values. Neutrality is crucial for the success of the interview and the researcher should avoid arguing, debating and lathing personal views to be known. The researcher should be respectful, non-judgmental and non-threatening. There are three variables in interviews; the first is personality and the skill of the interviewer which are inclined to be important; secondly, the attitudes and orientation of the interviewee could affect the success of the interviewer and thirdly, the definition of the situation is vital (Silverman, 1993:14-15). Recording properly is important because it ensures that everything said is preserved for analysis. Recording of data can be done by taking notes, and can sometimes combine tape recording and simultaneously taking notes.

4.6.2 Obtaining data from documents

Documents are a ready-made source of data and are easily accessible to the imaginative and resourceful investigator. Brown and Dowling (1998:64) postulate that researchers could use diaries, policy documents, teaching plans and student's

profiles contained in documents. Merriam, *et al.*, (2002:113) are of the opinion that public records, personal documents and physical materials are three major types of documents available to the researcher for analysis. Moreover, a researcher can create documents for the purpose of the investigation.

Public records

Public records include actual records of births, deaths, marriages, police records, court transcripts, agency records, mass media and government documents. If the researcher was interested in studying the role of parent involvement in a neighborhood school, he/she could look for public record documents. The investigator could use notices sent home to parents by the schools, memos between and among teachers, staff and school governing bodies; formal policy statements, regarding parent involvement and school bulletin boards. The researcher could further consult newspapers and other media coverage of activities featuring parent involvement and any official records of parent attendance (Babbie, 1995:290-291).

Personal documents

Personal documents would include letters, home videos, sermons, children's growth records, calendars and autobiographies. Personal documents are a reliable source of data concerning a person's attitudes, beliefs and views of world (Strydom and Delport, 2002:322-323). The document corroborates one's observations and interviews, and thus makes research findings trustworthy (Glesne, 1998:58). Beyond corroboration, they may raise questions about the researcher's hunches and thereby shape new directions for observations and interviews. The investigator may want to know whether they have been edited or refined.

Walford (2001:64-65) concedes that diaries are effective methods of data collection in qualitative research. In order to follow the activities of participants in their daily lives, the researcher may ask the participants to keep a diary of events. According to Brown and Dowling (1998:114) and Walford (2001:84), keeping diaries would enable the investigator to record the proportion of time spent on various kinds of tasks. For

example, the researcher might be interested in the manner in which head-teachers allocate time to different aspects of their work. The researcher could provide a number of categories of their types of activities that she/he feels typify the work of head-teachers. Showing what times during the day, for example they took part in these activities (event sampling). The interval sampling will take place if head-teachers were asked to keep a record of what they were doing in terms of the categories the researcher has provided at particular times of the day.

Allport (2001:193-194) concurs with Walford (2001:95) on the use of personal documents like diaries. According to Allport (2001:193-194), personal documents are important to the region of subjective meaning. The subjective meanings are experiences of love, beauty, religion, fears, jealousy, frustration, plans and remembrances.

McKernan (1991:148) concedes that documents are a source of evidence for the research practitioner. Documents such as texts, newspapers, minutes of meetings, articles, letters and scripts are all considered written documents. Mason (1996:71) argues that the use of documents has been a neglected source of information about schools and classrooms. The documents provide the researcher with facts pertaining to the subjects and serve to illuminate the purpose, rationale and background history of the topic, event or subject of the investigation.

Using the newspaper in a documentary inquiry is recommended because they are readily available and are rich pointers of issues requiring attention. A good deal of power content is of a social and personal nature and can be used in humanistic programmes. The researcher can also master some skills in using a document that is regarded by many as the single most important source of continuing education throughout adult life. The following are some of the ways in which the newspaper can be used in the classroom:

- participants identify a pressing community problem and design a plan to tackle this problem;

- let them try out their plan and report back;
- compare tabloid and standard newspaper accounts of the same issues;
- study the employment pages, searching for jobs and requisite skills;
- examine additional comments of different papers on the same issue;
- identify conflicts of values and controversial issues;
- describe the philosophy of a single additional cartoonist over an extended period of time;
- compare and contrast local with national and international problems;
- get students to write a letter to the editor;
- trace fluctuations in money market exchange rates; and
- identify facts, opinions, and values in news articles (McKerman, 1991:148).

The advantage of document analysis is that data collected establishes the facts retrospectively and the information may become reliable and credible. Another advantage is that documents are condensed and can be used easily. Documents are not expensive because they are readily available.

Physical material

Physical material consists of physical objects found within the study setting. Anthropologists typically refer to these objects as artifacts. They include the tools, implements, utensils, and instruments of everyday living. The basic means of studying physical traces are to note their erosion, which is the degree of wear and tear. The researcher can note their accretion, which is the degree of accumulation. The wear and tear on floor tiles in front of a museum exhibit is a sign of public interest. The physical traces are usually measured and most often are suited for obtaining information on the incidence and frequency.

4.6.3 Observation as a research tool

Observation as a tool for the researcher can be powerful, flexible, and real and it is not independent. Observation is part of the ethnographic research and leads to a description of people, events and cultures. Observation adopts a holistic approach,

concerning the observation of everyday events and the description and construction of meaning (Punch, 1993:181).

Wellington (2000:93) states that, what a researcher observes and need to understand undergoes significant interpretation. However, in the process of interpretation, a researcher cannot divorce his/her underpinning values and beliefs from the way a situation is perceived or what is to occur. The purpose of observational research is to probe and to analyse data intensively. At times it is done with a view to estimate generalisations about the wider population. Before a researcher can make a decision about what to observe, it is important to first be clear about the purpose, as this will ensure clear conceptualisation of the research question.

Forms of observation

The researcher is a participant in specific events and contexts, either overtly or covertly and that he/she may become a complete participant. On formal approaches, the researcher is non participatory and often uses system observation tools as a means of data gathering.

Systematic observation

The systematic observation schedules offer the opportunity for replication and comparison of data over time. Participant's observation allows the researcher to be part of the 'natural' setting and often with no pre-determined view about what findings will emerge or how they will be interpreted (Travers, 1969:118). Participant observation involves making field notes and recording events by using audio-visual means in a relatively unstructured way.

The participant observer may use covert means to gather data and may join the group or subjects and act and even react as they do (Babbie, 1995:366). He/she may record observations at a later stage. Television and newspaper journalists mainly use this approach. They use this approach in developing work for documentary programmes, for example when journalists want to know how particular groups live.

Procedures of data analysis and processing

Qualitative approaches are often associated with research, which is called out, in an interpretative framework in which the concern is with the production of meaning. As opposed to quantitative research, qualitative methods are correspondingly associated with positivist forms of enquiry which are concerned with the search for facts (Brown and Dowling, 1998:81).

Qualitative approaches do not impose probability theory like quantitative research does. The researcher employing the qualitative approach does not use the requirement to specify coding principles sufficiently and uniformly to enable their data to be contested. Data has to include extracts from text or transcripts, summaries of field notes and diaries. The qualitative researcher is then able to present an argument, which establishes the validity of their interpretation. This process both develops and makes visible theoretical problems and elaborates its validity. Although it is an invaluable stage in the development of the theory itself, it may prove to be too expensive in terms of both time and space.

A new description must be produced for each element of the data that is to be presented, alternatively an argument must be made in terms of elaborating on the description. McMillan and Wergin (2002:127) emphasise that a preliminary analysis of the field notes and a review of literature should provide a framework for developing the questions that would be utilised in the general interview guide. The interview guide focuses on the students' descriptions of their own engagement. The student may, for example, prefer class activities and state changes that he/she would like to make in their schools. Martinez-Pons (1997:199) concedes that there are many forms that an assessment instrument can take and there are various workers in the assessment field that have seen the need to develop classification schemes to facilitate their

study and discussion. There are four category schemes for assessment instruments. They are interviews, observations, questionnaires and tasks.

Observation tools

The observation tool is employed to record behaviour and are characterised by the dimension of behaviour schedule and time plan for carrying out the observations. The three dimensions of behaviour are frequently, duration and intensity. Frequency refers to the number of times any behaviour occurs within a specified period of time. Duration is the amount of time the behaviour is displayed on a continuous basis, while intensity refers to the strength of the behaviour relative to pre-determined criteria. An observation schedule can be either systematic or random. Systematic observation occurs on a fixed basis and can be done in two ways that are constant and intermittent; in contrast, the behaviour is carried out without interruption while in intermittent is carried out within different, regularly spaced time segments. Random observation takes place without a pattern and it occurs as pre-planned or ad hoc.

Question tools

A question tool poses a set of questions to the respondent and uses original responses as data for analysis. This type of assessment tool can be used to study opinions of people, demographic features and social events. Responses can be taken at face value and interview schedules, questionnaires, checklists and article queries can be used.

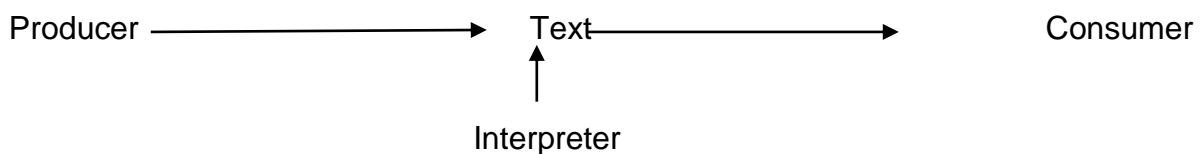
Tasks

Tasks can be scheduled or unscheduled duties that need to be accomplished in order to ensure that consistent progress of the entire research project is taking place. Unscheduled tasks are duties, such as making detailed notes of an informal conversation or revising work done in order to clarify progress. Scheduled tasks are duties that include aspects, such as library research or regular meetings held with the researcher's promoter.

Contextual experiences

Contextual experiences are obviously helpful in interpreting data. However, such experiences are also more personal and perhaps less shared with others and therefore tends to carry the shadow of subjectivity. In content analysis, inferences ought to be independent of the analyst. Rosengren (1981:123) concedes that the meaning of a text can be identified with the producer, the consumer and the interpreter of the text or with the text itself:

Figure: 4.2 Communication with the text



Source: Rosengren (1981:20)

Producer meaning

One way to identify the meaning of a text is to ask the author what she/he meant. If the author is not available to answer, the analyst may reconstruct an answer. It is important to note that the author is the only one who can express intended thoughts better and more precisely. However, the relationship between the text and the intentions of an author is not without problems (Silverman, 1993:13-14). In different ways the claims of intentional analysis have been criticised by those who put the text in focus. The only valid norm of an objective analysis is to establish the intentions of the text producer (Keeves and Lakomski, 1999:103-111). The correct interpretation of a text is the same as the intentional interpretation of the author. This implies that the author has a monopoly on interpretation. This type of theory of interpretation presupposes that intentions can be established at certain points of time and that the first intention of the author is the correct one.

A metaphysical idea which points that linguistic signs express their own meaning and a sender can have different intentions with a text at different times. For example, a

sender may have one intention when he/she first develop the idea, a second when the idea is worked out, a third when it is ready and a fourth in his autobiography. Rosengren (1981:25) postulates that intentions are not phenomena that appear as distinct units at certain points in time. Instead, he believes that there is a parallel between the process of text production and the intentional process. These problems are complicated and are evident when the sender consists of more than one person. For example, it is possible to say that an organisation has intentions, in the sense that several persons within it have certain intentions in common. The challenge here is to identify the intentions, especially the original intentions especially when members have different opinions about them. It is difficult or even impossible to verify that an intentional interpretation is correct. Does the sender remember correctly or was he/she cheating?

How can one test propositions about the intentions of a dead author, or if the sender is a collective one? Ary, Jacobs, Razaviach and Sorenson (2006:295) maintain that the problem of verification is difficult and that one must work with degrees of probabilities when giving an intentional interpretation. In certain cases, intentions cannot be established, in other cases this can be done with certainty. In the case of a collective sender, the problem of verification will be more difficult than in the case of an individual sender.

Consumer and interpreter meaning

In the case of consumer meaning, the meaning is identified with the consumer's (readers' receivers) experience of the text. Different groups of consumers understand a text in different ways. In this case the role of the interpreter is sociologically directed to identify the different consumers and how they understand a text (Cresswell, 1998:71). Textual analysis has also been seen as completely dependent on the individuality of the qualified interpreter. There are four approaches of textual analysis, which identify the meaning of a text with the text itself (Cresswell, 1998:71-75). There are analytical semantics, structuralism, hermeneutics, and content analysis. Analytical semantics has been used to analyse philosophical texts in the past and more

recently, in many contexts, it has been used to analyse arguments. Structuralists like Levi-Strauss, Barthes, Kristeva, Derrida and others have analysed very different kinds of texts, as well as other forms of communication.

In hermeneutics the researchers can distinguish between an intentional approach, a textual approach or an anti-intentional approach (Babbie, 2001:333). The traditional textual focus has been literary, but also philosophical, legal and political. The different types of content analysis emphasises different elements of the communication model.

Content analysis and semantics emphasis the relationship between external and internal textual contexts, while hermeneutics and structuralism emphasis the relation between external and internal textual contexts. The structuralists are most interested in the linguistic context and external factors referred to or derived from the text. Content analysts are interested in the linguistic context, particularly the quantitative aspect. Semantics rarely leave the text, but limit their activities to contexts of the content in their ambition to show the internal connection of meaning in the text. It would seem that the hermeneutics do not give priority to any internal feature of the text.

Analytical techniques

After inferences have been made, that is, after it is known what the data mean or what they indicate, the following needs are vital:

- to summarise the data, to represent them so that they can be better comprehended, interpreted or related to some decision the user wishes to make;
- to discover patterns and relationships within data that the 'naked eye' would not easily discern, to test relational hypothesis; and
- to relate data obtained from content analysis to data obtained from other methods or from other situations so as to either validate the methods involved or to provide missing information. These tasks are not distinct, and are simultaneously invoked.

Source: Butcher and Pont, (1973:40)

4.6.4 Assessing and evaluating qualitative research

Loseke (2001:235) defines evaluation as an activity to answer questions passed by policy makers and its primary questions are those of fiscal accountability. It is important that the researcher evaluates the qualitative research. Systematically evaluating or critiquing a qualitative study involves considering the overall design of the study, as well as the vigour with which the study was conducted. The investigator has to ensure that the problem of the study is appropriate for qualitative study. The aim of the research design is to uncover or discover the meanings people have constructed about particular phenomenon. The problem of the study needs to be placed in the literature and the theoretical framework where the topic is anchored. The qualitative method could be a basic interpretative study, an ethnography, grounded theory or narrative. Merriam, *et al.* (2002:22-23) provide a check sheet on table 2.4 to ensure for “quality” in qualitative research.

4.6.5 Content analysis

Content analysis approach documentary has been adopted by the study because it is a method which systematic with replicable technique for compressing many words of text into fewer content categories based on explicit rules of coding (Stemler, 2000:1). Bassegy (1999:83) posits that content analysis is a procedure for the categorisation of verbal or behavioural data, for the purposes of classification, summarisation and tabulation. Silverman (1993:59) states that content analysis is an accepted method of textual investigation, particularly when used in the field of communications. Baker (1988:265) argues that the selection of the content and the topic must be closely coordinated with the selection of the content to be analysed. It is desirable to begin with a specific research question and then select a body of material in which this question can be pursued.

4.7 CODING AND ANALYSIS

Babbie (2004:376) states that, the key in analysis of qualitative social research is coding. Coding is concerned with the classifying or categorising of individual pieces of data, coupled with some kind of retrieval system. Holsti (1969:116) postulates that, in addition to defining the categories into which content data are to be classified, the analyst must designate the units to be coded. A single word or symbol is generally the smallest unit that is used in content analysis.

The two coding systems that are most often used by some researchers are the emergent and a priori coding system. With the emergent coding, categories are established following some preliminary examination of the data (Babbie, 1995:366-367). In the first instance two people independently review the material and come up with a set of features that form a checklist. In the second step, the researchers compare notes and reconcile any differences that show up on their initial checklists. In the third instance, the researchers use a consolidated checklist to independently apply coding.

In the fourth instance, the researchers check the reliability of the coding. If the level of reliability is not acceptable, then the researchers should repeat the previous steps. Once reliability has been established, the coding is applied on a large-scale basis. The final stage is a periodic quality control check. When dealing with a priori coding, the categories are established prior to the analysis based upon the theory. It is desirable to begin with a specific research question and then select a body of material in which this question can be pursued.

Before documentary analysis is explained, the coding system for each document that is to be analysed will be done. The words, sentences and paragraphs are analysed so that the interpretation can permit the drawing of conclusions and their verification. The assigned codes are tags or labels for assigning units of meaning to the descriptive or inferential information from content analysis. This data analysis will use a pattern coding system. This coding system is self-explanatory and inferential; and it identifies an emergent theme, configuration or explanation of the data. It is a manner in which to group summaries into a smaller number of sets, themes or constructs. The chapter also includes the use of the qualitative analysis documentation form, indicating the specific data used; the procedural steps, the decision rules, analysis operations, the conclusions drawn and the researchers' comments to ensure clarity. The explanation of the coding system and their meanings follows.

4.7.1 Coding system for SACE documents

Topic: The role of principal as an ex-officio member of the SGB versus his/her role as the professional head.

Table 4.4 demonstrates the qualitative analysis document form, with the analysis and the research issues being explored by this research study. This table represents all the documents to be analysed, as they were obtained from the same conference. These documents were presented by the school governance experts. They expressed their research findings on the functionality of SGB's. Miles and Huberman (1994:85) provide guidelines on how to draw a coding system.

Table 4.4: Qualitative analysis documentation form

QUALITATIVE ANALYSIS FORM		
<ul style="list-style-type: none"> • Reasearch issue being explored by: Leadership imperative 	Analyst: LS Mahlabegoane	Date: 30/10/2013
<ul style="list-style-type: none"> • In this analysis task, what specifically were you aiming to do? This text analysis is a continuation of the literature study for this research study. The research question is to establish whether there are leadership imperatives that are impinging on the functioning of the secondary schools. The rationale behind this analysis is to test the hypothesis for this research study. The South Africa Schools Act's intention is to ensure that the principals and SGB members work collectively and achieve organisational objectives. From the document presented for the analysis, it would seem as if there are critical perspectives that are impacting on the role of leadership. 		
<ul style="list-style-type: none"> • Description of procedures <ul style="list-style-type: none"> • Researcher received documents from conference • Researcher request permission to use information for research purposes • Researcher receives permission from Education department • Reviewed the South African Schools Act of 1996 • Reviewed for Personnel Administration Measure • Critical analysed the documents received • Selected the document to be used in this study • Coding of data • Document critically analysed • Research findings made known • Recommendations made • Decision rules followed during analysis operations • Adhere to inductive approach • Linguistic analysis • Objectivity • Honesty • Treat subjects with respect 		

Source: LS Mahlabegoane (2013/179)

4.7.2 Code list for analysis operations

The following code list for analysis has been formulated to demonstrate the steps that will be taken into account during operations. Table 4.5 includes codes on preparing data, drawing conclusions and confirming conclusions. The coding list for analysis operations include the preparation for data analysis. For example the code TAB would mean tabulating the code segment while MAT would refer to the process of filing in matrices.

The coding list of operations includes a phase to draw conclusions in documentary analysis. For example, the code TEMP would represent a step to determine relationships between the two variables, namely the principal and SGB. In content analysis, the researcher makes inferences (INF) from the text or theme. The code INF – IND means obtaining information inductively, that is, data is reached from specific to more general principles.

The coding list for analysis will include a phase in which information gathered from collected data is checked and put into perspectives (code REPR). The code RES – EF means checking for researcher's code. BIAS – CONTR means that the researcher should ensure that he/she does not be biased against the respondents. In this case, the researcher is a secondary school principal, and for research purpose, should not be biased against the SGB members in his research report. The code TRI-DATA means information obtained from different sources. For example, in this project, literature used was obtained from Public Administration Education and legislation prescripts.

Table 4.5: Code list for analysis operations

CODE LIST FOR ANALYSIS OPERATIONS	
• Readyng data for analysis	
CODE	MEANING
TAB	tabulating code segments
MAT	filing in matrices
CLAS	classifying, categorising
SUMM	summarising phrases, generating key words
• Drawing conclusions	
TEMP	determining relationships
INF	making inferences
INF-IND	by induction (determining antecedents and consequences)
GES	seeing a Gestalt, pattern, theme
FAC	establishing factors
REL	establishing relationships
LOG	logical claim of evidence
INTV	establishing interviewing/linking conditions
CAUSE	determining influence
• Confirming conclusions	
REPR	checking for perspectives
RES-EF	checking for researcher effects
BIAS-CONTR	control for bias. Researcher's personal experience of working with SGB members
TRI-DATA	from different sources

Source: Mahlabegoane L.S. 30/10/2013

The following phase is the actual code list that has been formulated and implemented on document analysis presented by the Chief Executive Officer (CEO) of the South African Council for Educators (SACE).

The next step that is followed is the definition of the selected codes from Table 4.6

Table 4.6: SACE start list of codes

SCHOOL GOVERNANCE ISSUES		
MEANINGS	CODES	
SGI : OBJECTIVES	SGI - LEAD / DD	1.1
SGI : ORGANISATION	SGI - ORG / DD	1.2
SGI : PROCEDURE	SGI - PROC	1.3
SGI : AUTHORITY	SGI - AUTH	1.4
SGI : OBJECTIVITY	SGI - OBJ	1.5
SGI : CHARACTERISTIC	SGI - CHAR	1.6
SGI : CHARACTERISTIC	SGI - CHAR	1.7
SGI : DEMOCRATISATION	SGI - DEMO	1.8
SGI : ALLEGATION	SGI - ALLEG	1.9
TRANSFORMATIONAL ISSUES		

The study will provide explanation of Table 4.6 SACE list of codes. Code SGB-LEAD refers to the objectives of school governance as well as leadership of the organisation (Code SGI – ORG/DD). Code SGI – PROC means the procedures and policies of the school. It is essential that they are formulated and implemented effectively by the school management team and the SGB. Code SGI – CHAR refers to the characteristics while SGI – DEMO means democratization of schools. The South African education system consists of former Model C schools (formerly whites only) and historically disadvantaged schools. The latter category will include former homelands and township schools. The South African School Act of 1996 provides The guidelines to the school governance to admit learners without discriminating them. The code SGI – ALLEG means allegations about the principals' conduct.

	MEANINGS	CODES	
TR	DEMOGRAPHICS	TR – DEM	2.1
	SCHOOL PERSONNEL		
	SGBs		
	LEARNERS		
TR	DEMOGRAPHICS	TR – DEM	2.2
	Needy learners		
TR	DEMOGRAPHICS	TR – DEM	2.3
	Needy learners		
TR	DEMOGRAPHICS	TR – DEM	2.4

Poverty stricken
learners

TR	:	MARGINALISATION	TR – MAR	2.5
TR	:	DEMOGRAPHIC HIGH PROFILE SGBs Staff	TR / MAR / LEAR	2.6
TR	:	COMMUNITY SURROUNDING Rich community Poor learners	TR – SUR / RIC	2.7
TR	:	ILLITERATE PARENTS No say in organisation Undemocratic elite schools	TR – ORG / UND	2.8
TR	:	CONDUCT Unprofessional Educators	TR – COND	2.9

	MEANINGS	CODES	
TR :	SERVICE DELIVERY	TR – PO / SERD	2.10
	Educational department		
	fails to deliver:		
	resources		
	services		

THE WAY FORWARD

	MEANINGS	CODES	
WF :	SAMPLES	WF – TR / ISS	3.1
WF :	SUPPORT SYSTEMS	WF – SUP / SYS	3.2
	Support admission		
	Policy/refer learners to		
	neighbouring schools		
WF:	COMPLETION OF FEE		
	EXEMPTION	WF	3.3
	Assist learners to be		
	Exempted. Assist parents		
	to fill exemption forms		

	MEANINGS	CODES	
WF:	REFER LEARNERS TO AUTHORITIES	TR – LEAR / AUTH	3.4
	Assist learners to secure grants Assist learners to access food parcels		
WF :	INCLUSIONS OF LEARNERS	TR – IWC	3.5
	Include learners into activities include learners to benefit		
WF :	USE OF INTERPRETERS	TR – INT	3.6
	Understand dominant Language		
WF :	STAFF APPOINTMENTS		3.7
	Persuade appointments Pressurise SGB to appoint representatively		

Table 4.7 demonstrates the definitions of selected codes from Table 4.6. The reader should be able to go back to tables 4.5 and 4.6 in order to understand the meaning of the coding system for this study.

The data was selected and ultimately analysed into words, sentences and paragraphs which have been labelled and put in matrices for analysis. The irregularities that derived from the operations of the SGBs were noted. The casual flow of tensions that arose between some principals and the SGB members has been identified. The coding of data (data reduction) leads to new ideas on what should go into a matrix (data display). Entering the data requires further data reduction. As the matrices fill up, preliminary conclusions are drawn, they lead to the decision, and then test the conclusion.

Table 4.7: Definition of selection codes from table 4.6

Site Dynamics and Transformations - TR	INFERENCEES
Events chronology – official version: TR-CHRON/PUB	Compliance with SASA implementation by users (Principals SGB members)
Event chronology - subterranean version: TR-CHRON/PRIV	Implementation of SASA in various settings
Changes in innovation: TR-INMOD	Reported modifications as some principals and SGB members work co-operatively together
Effects on organisational practices: TR-ORG/PRAC	Indices impacting on schools (a) Intra-organisational planning, monitoring, and daily working arrangements (e.g staffing, scheduling, use of resources, communication among all stakeholders) and e.g. relationships with districts office, school board, community, and parents groups
Patterns of behaviour UNET/PINC:	Tension existed amongst some principals and SGB members
Effects on organisational practice: TR-ORG/PAC	- some dysfunctional organisations - poor performance - some performing schools
Effects of behaviour: Effects on organisational Practices: ILL/SGBM	(a) SGB members and principals (b) dysfunctional schools and SGBs (c) functional schools and SGB
Pattern of behaviour Effect on organisational practice: TR-DEM/PRINC	(d) principal try harder to democratise organisations and SGB members (e) lack Education Department support

4.7.3 Analysis of SACE Document by Rej Brijraj

Analysis of the SACE document, presented by Rej Brijraj at the SGB Conference in June 2004, follows:

This paper attempts to unravel some of the tensions and challenges facing a school principal, In terms of the South Africa Schools Act, the principal is an ex-officio member of the SGB (Brijraj 2004:2)

The principal as an ex-officio member of the SGB means that he/she is not an elected member of the SGB. He/she serves on the SGB by virtue of his/her position as representative official of the Education Department.

The Personnel Administrative Measures (PAM) document requires the principal to comply with particular professional duties and responsibilities. Brijraj (2004:3)

The PAM document defines the job description of the principals who are expected to carry out their duties in compliance with this policy.

To serve on the governing body of the school, and render all necessary assistance to the governing body in the performance of their functions in terms of terms of SASA Brijraj (2004:4).

The principal, therefore, must help the School Governing Body (SGB) to perform their governance duties. This infers that the principal should guide the SGB members to implement school policies according to the legislative framework. According to SASA, the principal may train and develop the SGB members. It is vital all SGB members understand their roles and functions.

To cooperative with members of the school staff and the SGB in maintaining an efficient and smooth running schools Brijraj (2004:7).

This implies that the principal should make an effort to work harmoniously with the school staff and the SGB members. 'To cooperate' implies that all concerned parties

in the school should openly discuss arising issues, without intimidating one another and attempt to work together. At the conclusion of the meeting, all participants should be able to agree or disagree on certain issues. When the principal invites the staff and the SGB to participate in decision-making, they should feel valued as members of the school governing board. The chances of achieving ownership of the plans and vision of the school are likely to be high when the SGB are invited to participate in decision-making.

In addition, the principal is obliged to liaise with the department, other departments and agencies regarding all matters pertaining to the wellbeing of the school (Brijraj 2004:10).

The principal is required to communicate with the education officials and all the agencies that have an interest in school matters. The education officials are, in turn, obliged to support the school in terms of the curriculum needs and arising management issues. The principal, as head of the school, must communicate with the Education Department so as to enquire, amongst the other things, about staff salaries and appointments of personnel. The principal should liaise with other departments such as the Department of Health, the South African Police Services (SAPS), and local government officials. The Department of Health could be invited to the school in order to address the staff and learners on issues such as HIV/AIDS programmes. The SAPS could be invited to talk to the learners about crime, drugs and discuss ways in which they could be curbed: they could also be invited by the principal to help the school in formulating safety and security policies.

As these provisions suggest, the principal plays a pivotal role in the SGB. This role is not in controversial. The principal is the focus of, the victim of and sometimes also the cause of a great deal of tensions that play itself out in the SGB (Brijraj 2004:10).

‘Pivotal’ infers that the principal should play a critical and important role in the operations of the SGB. However, the principal’s role may also be subjected to

disputation as a matter of opinion. The principal may be the focus of attention in the SGB, 'Focus', in this context, means that the principal may be the centre of attention. This implies that the principal's school financial management could attract public scrutiny. The SGB members would require some clarification regarding the principal's leadership style. 'The principal's is the victim of a great deal of tension.' The noun 'victim' refers to a person who suffers from a destructive or counter-active action. This means that the SGB members could be seen to be harassing the principal about issues that may or may not be true. 'Sometimes, the principal is the cause of a great deal of tension in the SGB.' It could be that the principal is the one who causes tensions in the SGB.

From the above quote, it may be inferred that the principal could be problematic, in many ways; he/she may be obstructionist or uncommunicative with regard to school governance issues. The principal may cause tensions when she/he is perceived as a dishonest person. Sometimes, the principal may be perceived as interfering with the roles and functions of the SGB members, thus behaviour could result in conflict between him/her and the SGB members.

In general, there appears to be a good relationship between SGBs and their school, particularly their school in the case studies conducted for the Ministerial entire sample of 36 schools in the case studies conducted for the Ministerial Committee on the Review of School Governance suggested that they did not see the need for SGBs. In one case, a principal even changed his mind in the course of an interview to say that on second thoughts the SGB was actually a good thing (Brijraj 2004:11).

The research finding by the South African Council of Educators (SACE) confirms this generally sound interrelationship. The majority of the principals surveyed indicated that some SGBs are not assisting the school management teams. Some principals perceive the SGB members as being unhelpful. A minority of principal surveyed doubted the effectiveness of the SGBs in governing schools.

Most principals made it clear that they did not wish to have compliant SGBs but wanted SGB members who could speak independently. (Brijraj 2004:11)

It appears as if the principal who were surveyed held different opinions about the SGBs. From the quote above, the principal who were surveyed posit that they do not need complaint SGB members. In other words, they require independent inputs in the SGB meetings form SGB members. The principals who were interviewed by the South African Council of Educators (SACE) appear to be open and transparent leaders. They also appear to be objective in their efforts to make their schools more effective and more efficient. Most principals thought that SGBs to be doing more. Nor surprisingly most principals wanted SGBs to be more active in terms of fundraising (Brijiraj 2004:14).

4.8 KEYNOTE ADDRESS BY JOHN PAMPALLIS

Pampallis (2004:1) explains the purpose of school governance and links it with the Constitution of the Republic of South Africa, Act 108 of 1996. The codes used for this research project will be displayed and the later followed by their descriptions. Table 4.8 demonstrates the codes for analysis and Table 4.9 is the description of the codes from Table 4.8.

4.8.1 Code list for operations

Table 4.8: Codes for analysis purposes

SCHOOL GOVERNANCE ISSUES		
MEANINGS		CODES
SGI :	OBJECTIVES	SGI - LEAD / DD
SGI :	ORGANISATION	SGI - ORG / DD
SGI :	PROCEDURE	SGI - SASA
SGI :	AUTHORITY	SGI - GOVERN
SGI :	CHARACTERISTICS	SGI - PROFESSIONAL
SGI :	CHARACTERISTIC	SGI – CHAR
SGI :	DEMOCRATISATION	SGI – DEMO
SGI :	POLICY ADHERENCE	SGI - POLA

TRANSFORMATIONAL ISSUES

	MEANINGS	CODES
TR :	DEMOGRAPHICS	TR – DEM
	SCHOOL PERSONNEL	
	SGBs	
	LEARNERS	

	MEANINGS	CODES
TR	: DEMOGRAPHICS Care for needy learners	TR – DEM
TR	: DEMOGRAPHICS Assistance programmes	TR – DEM
TR	: MARGINALISATION	TR – MAR
TR	: DEMOGRAPHIC HIGH PROFILE SGBs and staff Non racial	TR / MAR / LEAR
TR	: COMMUNITY SURROUNDING Rich community to assist Poor learners	TR – SUR / RIC

	MEANINGS	CODES
TR	: ILLITERATE PARENTS Have say in organisation Undemocratic elite schools	TR – ORG / UND
TR	: CONDUCT Professional educators	TR – COND
TR	: SERVICE DELIVERY Educational department fails to deliver: resources services	TR – PO / SERD

THE WAY FORWARD

	MEANINGS	CODES
WF	: SAMPLES	WF – TR / ISS

	MEANINGS	CODES
WF :	<p>SUPPORT SYSTEMS</p> <p>Support admission policy</p> <p>Refer learners to</p> <p>neighbouring schools</p>	WF – SUP / SYS
WF:	<p>COMPLETION OF FEE</p> <p>EXEMPTION</p> <p>Assist learners to be</p> <p>exempted.</p> <p>Assist parents to fill forms</p>	WF
WF:	<p>REFER LEARNERS TO</p> <p>AUTHORITIES</p> <p>Assist learners to secure</p> <p>grants</p> <p>Assist learners to access</p> <p>food parcels</p>	TR – LEAR / AUTH
WF :	<p>INCLUSIONS OF</p> <p>LEARNERS</p> <p>Include learners into activities</p> <p>Include learners to benefit</p>	TR – IWC

	MEANINGS	CODES
WF	: USE OF INTERPRETERS Understand dominant language	TR – INT
WF	: STAFF APPOINTMENTS Persuade appointments Pressurise SGB to appoint representatively	

Table 4.6 demonstrates the definitions of selected codes from Table 4.5. The reader is able to go back to Table 4.5 and 4.6 in order to understand the meaning of the coding system for this study.

4.8.2 Analysis of the Keynote Address by John Pampallis

The following points are analysed with reference to Pampallis' (2004:1) view of the three main purposes of SGBs.

- To provide for democratic participants of all constituencies in the running of schools. In this sense SGBs are a reflection of our larger democracy at the level of the school (Pampallis: 2004:1).

Table 4.9: Definitions of selected codes from Table 4.5

Site Dynamics and Transformations – TR	
Events chronology – official version: TR-CHRON/PUB	Compliance with SASA implementation as recounted by users = SGB members and Principals
Event chronology subterranean version: TR-CHRON/PRIV	Implementation of SASA in various settings
Changes in innovation: TR-INMOD	Reported modifications as some principals and SGB members work co-operatively together
Effects on organisational practices: TR-ORG/PRAC	Indices impacting on schools : <ul style="list-style-type: none"> - Intra-organisational planning, monitoring, and daily working arrangements (e.g staffing, scheduling, use of resources, communication among all stakeholders) - e.g. relationships with districts office, school board, community, and parents groups
Patterns of behaviour UNET/PINC:	Tension existed amongst some principals and SGB members
Effects on organisational practice: TR-ORG/PAC	<ul style="list-style-type: none"> - dysfunctional organisations - poor performance - SGB riddled with conflicts
Effects of behaviour: Effects on organisational Practices: SGB	<ul style="list-style-type: none"> - SGB members and principals - dysfunctional schools and - dysfunctional structure (SGB)
Pattern of behaviour Effects on organisational Practice: TR-DEM/PRINC	<ul style="list-style-type: none"> - Principles try harder to democratise organisations and SGB members - lack Education Department support - Satisfactory organisational performance

Democratic participants in all constituencies infer that the composition of the SGB includes members of from non-teaching staff, parents, learners, teachers, business and the community. The SGB of an ordinary public school is made up of three groups

of people, these are members who are elected, the school principal and members who are co-opted, but are not elected. The non-elected members are people from the community who are invited by the SGB to assist in fulfilling its functions its functions.

- To mediate the interests of the various constituencies in the school. This was a particularly important purpose at the time when many schools were sites of sharp conflict, but it is still important to ensure that different interests do not lead to the development of destructive conflict. To do this the SGB must be forums of open and honest debate where people can express their views, differ with one another and look for mutually beneficial solutions to the problems (Pampallis: 2004:2).

From the above excerpt, the function of the SGBs is to address the interests of various people community. It should be remembered that the introduction of SGBs by the South African Schools Act (SASA) of 1996 was done when schools were used as centres of conflict amongst the people. However, it is vital that people should refrain from pursuing personal interests that would undermine the progress of the school. The SGBs should avoid destructive conflicts amongst themselves, as this would retard progress.

Open and honest debate' means that the SGB members should be transparent when they are involved in school governance matters; this literally means that they must not hide anything from other members. If the SGB needs clarity about schools issues, they must raise them in the SGB meeting because it is the appropriate forum. The SGB members should honestly debate issues in the meeting. This implies that they should not tell lies about issues, as this could lead to unnecessary conflict. The SGB members should try by all means to refrain from discussing rumours concerning school governance. If the SGB members can adhere to this approach, destructive conflicts could be avoided.

4.9 DATA ANALYSIS, VALIDATION AND REPORTING

Creswell and Clark (2011:210) concede that another component of all good research is to utilise procedures to ensure that validity of data, results and their interpretation. Qualitative validity means that the scores received from the respondents are meaningful indicators of the construct being measured. The researcher is interested in the evidence of content validity (how judges assess whether the items or questions are representative of possible items or constructs (Creswell, 2013:185).

Miles and Huberman (1994:11) provide a table to compare data analysis and verification methods. Stake (2000:78) and Creswell (1998:154) concur with Miles and Huberman (1994:11).

Table 4.10 A comparison of data analysis and verification methods

Stake 2000	Miles and Huberman 1994
Coding data	Noting patterns, themes
Triangulation	Seeing plausibility
Category aggregation	Clustering
Naturalistic generalizations	Making metaphors
Correspondence	Counting
Description (Creswell, 1998)	Making constructs comparison

Adopted from Miles and Huberman (1994:11), Stake (2000:78), and Creswell (1998:154).

The elements included in this study based on Stake's (1995:242) suggestion that validation of the study may be more accurately judged if the following factors are included:

- information that readers can use to judge the accuracy, completeness, and bias of the report;
- some raw data so that readers can verify or create new interpretations;
- info about the data sources; and
- an emphasis that validity is based on the veracity of the reported findings, not agreement between observers.

4.10 SCOPE AND SIGNIFICANCE OF THE STUDY

The objective of this study is to find ways and means to improve operational environment between the principals and school governing bodies. The application of values, ethics generic administrative and management functions and conduct are meant to prevent harm and to promote respect and fairness towards the improvement of operational environment. This research makes every attempt to be sensitive, keeping the interests of the Department of Basic Education in mind.

Given the constraints of time, money and infrastructure, the researcher was not able to cover the topic in a very comprehensive fashion. The author has therefore delimited the time frame of the study and the sample of the study. The researcher has also confined the study to selected ten schools in the Department of Basic Education. The decision was arrived at in the interest of sustaining the manageability and quality of the research.

4.11 LIMITATION OF THIS STUDY

The objectives of this study are:

- the research project attempts to find positive ways and means to ensure that positive critical perspectives are sustained and negative factors are turned into positives;
- to accelerate improved quality to National Curriculum Assessment Policy Statement;
- to add value to the body of knowledge in Public Administration;
- to accelerate educational change management;
- to improve leadership, management and governance in secondary education in South Africa; and
- to improve the operational environment between the principals and SGB members.

This research should undoubtedly have far reaching implications on the effective implementation of NCAPS, and it was important to undertake such a study. Moreover, the recommendations for improved operational environment of principals and SGBs will hopefully contribute to an improvement of NCAPS implementation outcomes

4.12 CONCLUSION

Since the qualitative paradigm begins from the assumption that reality is subjective and multiple, qualitative researchers are concerned with the process, rather than outcomes or products. For researchers then data are mediated through the human instruments, rather than questionnaires. As a result, qualitative research involves fieldwork.

This chapter has dealt with qualitative and quantitative research methods. Qualitative methodology has been extensively discussed. This research approach is concerned with developing explanations of social phenomenon. It aims to help the researchers understand the world in which they live. Qualitative research is concerned with the social aspects of the world and seeks to answer questions in this regard. This

research method investigates why people behave the way they do and how people's opinions and attitudes are formed. The qualitative researcher may want to understand how people are affected by the events that go around them and the differences between social groups.

The differences and similarities of qualitative and quantitative research approaches have been discussed. Qualitative research is subjective, holistic, phenomenological, anti-positivist, descriptive, naturalistic and inductive, while quantitative research is objective, reductionist, scientific, positivist, experimental, contrived and deductive. For the purposes of this research, content analysis will be used.

The four common characteristics of qualitative research designs have been discussed. The Ethnographic research designs, Case study research designs, Grounded theory research designs and Phenomenological research designs have been discussed and the grounded theory research designs was adopted by the study.

5

ANALYSIS AND PRESENTATION OF DATA

5.1 INTRODUCTION

This chapter will present the research findings of the study. The presentation and discussions are based on the critical factors that are impacting on the role of leadership in secondary education in South Africa. The theoretical framework of the study has shown how some critical factors affect the role of leadership in the implementation of the national curriculum and assessment policy statement.

5.2 FINDINGS AND DISCUSSION

The research findings include the processing, analysis and interpretation of the data in figures and tables. Some findings will be reported in a quantitative and qualitative manner.

5.2.1 Information gathering

The field of study has to be located in the research paper and is usually done through a literature review that maps out the main issues in the field being studied and should point out where this particular research fits in. The literature review is based on the topic of the research. The study investigated the critical perspectives that are impacting on the role of leadership in secondary education.

The research investigated the critical perspectives from Public Administration point of view. The principals utilise the generic administrative functions such as policy making, organising, financing, staffing, determination of work procedures and control. In the education setting policy making is a collective function of the principal and school governing body members. Deventer (2003:123) posits that policy making and analysis posed a serious challenge in the schools that did not have the governing body members that could not read and write.

The principals had no option in this regard except to formulate policies with the help of the school management teams. After formulating policies, the principal had to explain to the school governing body. This practice impacted negatively on the role of the principal and his/her workload increased because of policy making and analysis. The schools that had educated SGBs did well in this regard.

Determining work methods and procedures as a generic function was also investigated by the study. This research found that the Department of Basic Education was providing teachers with resources such as lesson plans, schedules and other related programmes to ensure that NCAPS is properly delivered at schools. This activity impacted positively on the role of the principals. Controlling as an administrative function is the responsibility of the principal and school management team members. The principal has to put the necessary systems in place to ensure that the school management team is monitoring educators to ensure that there is effective teaching and learning, learners are being given homework and that is marked.

The literature review showed that organising as a generic function is also utilised by the principals. In an education setting, organising is the responsibility of the principal and assisted by the school management team. Planning, motivating and leading are the managerial functions that are utilised by the principals in schools.

Van Deventer (2003:112) concedes that planning as the managerial function is the prerogative of the principal. The management style of the principal, could determine the planning process and achievement of the set goals. The principal should allow the

educators, SGB members and learners to participate in planning. Planning in a school could be the whole school evaluation. The principal as an education leader has to be able to mobilise educators to work collectively towards the accomplishment of set goals. Effective communication and participative leadership styles have been found to be critical factors for leadership. Motivation is an essential aspect for leadership (Robbins, 2008:408) The principal should have the capacity to motivate both educators and learners to do their work.

The school culture consists of the shared philosophies, ideologies, beliefs, feelings, assumptions, behaviours, expectations, attitudes, norms and values. It is the responsibility of the principal to ensure that a positive school culture is created. The school culture is passed on to new learners and educators. They have to be orientated on the school culture. The school culture influences the behaviour of learners and teachers at school. Culture forms the context in which the principals exercise their authority (Cunningham and Gresson, 1993). A school culture that is not conducive to positive work ethic will impact negatively on the performance of school.

The position of the principal as a member of the school governing body has been explained. Some SGB members were of the opinion that the principal should not be involved in the management of school finances (Brijraj, 2004:1). These SGB members indicated that the principal embezzles school finances, while other SGB members believe that the principals are in good standing. The SGBs that indicated that principals are trustworthy worked collegially and performed the governance matters successfully, while the opposite SGBs performed poorly with respect to school governance, and their schools were characterised by poor scholastic results. This impacted negatively on the role of the principal (Prew, 2004:5).

The HIV/AIDS and teenage pregnancy are challenges in the role the principal could play. When educators die of HIV/AIDS disease, the educators take leave to attend the funerals of their deceased colleagues. Educators' absenteeism impacts negatively on the role of the principal in that the learners remain at school without educators. Some learners have lost parents due to HIV/AIDS. The orphans need to be given support in

respect of food and clothing. Teenage pregnancy is increasing in the school, and these premature pregnancies are a concern as young girls should focus on their education (Ndebele, 2013:9). It is a challenge for both educators and principals because educators are not trained to care for pregnant girls at school, and this impact negatively on the role of the principal (Creesy, 2013:1). In view of the above-mentioned information, it is imperative that human resources is discussed.

5.2.2 Human resources

It is truism that the prime asset of a country is quality citizens. From this perspective, this could lead to excellent employees being regarded as an invaluable asset for successful policy implementation. Every public institution should seek effectiveness through satisfactory recruitment, placement, pay, and fair treatment of its employees. State employees should be selected, placed, promoted and remunerated on the basis of their competence (Grobler, Warnich Carrel, Elbert and Hatfield , 2006:482). Over and above this, there should be protection from victimisation and unfair labour practices. Government departments should provide career growth through education and training.

Employees should be appraised periodically to establish how their performance could be improved. For example, in the Department of Education, educators are appraised on the integrated quality management system (IQMS) while the administration assistants and general assistants are appraised on Performance Management (Naidu *et al*, 2008:39) Although each of these functions is essential for the purposes of this study, the following aspects of human resource management will be elucidated:

- position classification;
- training and development;
- utilisation of personnel; and
- ethics in the public service.

To illustrate what position classification, it is useful to think in terms of categories of positions such as executives, administrative, professional, and technological, clerical

office machine operator, technician and trade, crafts and manual labour, within each of these broad categories should be hierarchies of positions (Cheminais, Van der Waldt and Bayat, 1998:31). Each of these positions would bear a classification and a rank. Miewald (1978:217) concedes that the rank would be related to remuneration. Position classification provides managers and employees with information as to what the occupants of each position would be able to do. It makes it possible to design career paths for employees as well as facilitating testing applicants for competence in addition; it provides a basis for evaluating the performance of the employees (Grobler, *et al* (2006:490).

At the same time position classification can be problematic because it could be considered as dehumanising the employees. For example, on the one hand, the job is designed and classified without regard to the employee who holds it. On the other hand, the institutions are co-ordinated in some fashion, through a hierarchy. An employee occupying that particular position may be able to contribute more to the organisation than required by the position he/she is in, allows (Smit *et al*, 2007:285).

(b) Training and development

The need for formal training of employees is essential for organisations. For example, if an entire system or ways of doing things are changed, training is needed. To give effect to proposed changes or to enhance the level of efficiency and productivity, employers need a diversity of training and development programmes. It is vital that every employer should devise relevant and appropriate training and development programmes to satisfy specific needs (Mullins, 2002:10).

It is impossible for an employee to be able to perform his/her duties properly from the outset without suitable training. On-the-job training has its shortcomings as it can not satisfy all the needs of workers (Cloete, 1998:91). Work ethics is an important human resources component.

5.2.3 Ethics in education

Public servants, like all other employees, are required to respect guidelines that govern their conduct when carrying out their work. These guidelines, derived from the body politic of the state and prevailing values of society, are the foundations of public administration. Moreover, the guidelines should provide the content values for the ethos and culture of government and public administration in a democratic state (Cloete, 1998:91).

Public administration ethics should address some considerations, which, are:

- basic honesty and conformity to law;
- avoidance of conflict of interest;
- service orientation and procedural fairness;
- democratic responsibility;
- public policy determination; and
- compromise and social integration.

Concerning the role to be played by the public manager with respect to ethical standards, the manager should:

- consider competing interests;
- make informed moral judgement regarding the balance of these interests; and
- purposefully use the premises underlying that judgement as the guide to administrative action (Thorhill, 2012:93).

Pursuant to the ideal of rendering public services and attain goals in a responsible, accountable, efficient and fair manner, public servants need to observe codes of ethics. The codes of ethics prescribe guidelines for conduct of professional workers or public servants, for example, the Code of Ethics for councilors and for officials.

Notwithstanding their intentions, codes of ethics are not generally accepted as effective instruments for bringing about ethical behaviour of public servants. Be that as it may, it is necessary that public servants should be bound to conduct themselves

beyond reproach in the performance of their functions and in private life (Thornhill, 2012:93). Therefore, it is imperative to prescribe enforceable codes of ethics wherever possible and to include them in the education and training programmes of government employees.

5.2.4 Human resources: Implications for policy implementation

It is accepted that the foremost asset of any organization is its employees and their superiors. An institution is established to serve a specific societal need or needs. In order for it to attain its predetermined public objective, it must have supervisors and subordinates who are committed, motivated, educated and trained, and willing to serve the public (Grobler et al 2006:148). That is, activities do not just take place, people are responsible to see to it that functions are performed. Therefore, the human element is central to the success or failure of any organisation in fulfilling its mandate. In order to implement any public policy successfully, personnel must play a crucial and decisive role (Thornhill, 2012:100).

Teaching is labour intensive and it requires proper planning. Each classroom and grade level is allocated a particular number of learners and educators. Besides learners and educators, there are school managers, district managers and subject advisors, who support the former group (PAM Document). Hence, the successful implementation of any public policy on education, in particular outcomes-based education, is entirely dependent on the commitment of the afore-mentioned functionaries. The Personnel Administration Measure (PAM Document) contains the terms and conditions of educators which have been determined in terms of section 4 of the Employment of Educators Act, 1998. For example, it contains workload of educators, duties and responsibilities of educators.

In view of the above-mentioned information, it is clear that good leadership is needed to give guidance to educators and learners. Moreover, leadership is responsible for creating an enabling environment that will make it possible for both educators and learners to achieve state objectives. In addition, a leader should see to it that the

sub-ordinates are motivated to perform tasks assigned to them and obtain and maintain the motivation level in the units for which they are responsible (Smit *et al*, 2007:285). Indeed, leaders are entrusted with responsibility to ensure that public policy objectives are met. It is their duty to ensure successful implementation of education policy.

Teaching as a profession requires that people who provide it must have specific academic and professional qualifications. On account of the information explosion and outcomes of research, information and knowledge that are currently valuable, could be obsolete within a limited period. Hence, the need for an educator's empowerment, ongoing training and development is needed to fill the gaps created by the information explosion and research. From time to time, when new public policies are introduced, the functionaries who are to implement them need training and education. Consequently, training and development are needed to implement outcomes-based education.

Teaching is not only concerned with imparting knowledge, skills and qualifications to learners, but also with character formation. Hence, ethics and values are essential ingredients of education. In fact, both of them are instrumental in combating the enemies of public administration, which are corruption and mal-administration. Therefore, in pursuit of refining learners' characters and personalities through education, they must be taught ethics, values such as honesty and ubuntu. It follows that ethics and values play a crucial role in the implementation of national curriculum assessment and policy statement. Having discussed the implications of human resources, it is necessary to briefly discuss financing.

5.2.5 Financing

Public institutions, just like all other undertakings in the private sector, cannot function or be operational without money. Public institutions are dependent upon the citizens for their income through taxation or payments for services rendered. Consequently, legislative directives must be followed in the procurement and expenditure of money in the public sector (Thornhill, 2012:87).

In order to understand the financing of the state or institutions within n NCAPS education framework, it is necessary to look at the following aspects:

- organisational arrangements;
- budget; and
- control (Marx, Van Der Watt, Bourne and hamel, 2007:3-7).

In the light of the above-mentioned information, it is imperative that budgeting is discussed.

5.2.6 Budget

A budget as an administrative tool has specific functions to perform. Firstly, it has a financial control function. This function emphasises the responsibility of administrators to give effect to only officially approved policies and practices. Furthermore, it aims at the elimination of corrupt and irresponsible use of public funds (Thornhill, 2002:201). Secondly, it has a managerial control function. In this regard the executive uses the budget as a tool to ensure that government action is carried out in the most efficient manner. Thirdly, it has strategic planning function. This involves the establishment of goals for society and choosing ways and means of attaining those goals in a world of scarce and limited resources.

It is imperative for governments to identify and also establish their sources of revenue. They cannot simply print unlimited numbers of banknotes and expect them to remain valuable. They can borrow unlimited funds from private parties, but repayments will be required while interest will have to be paid on outstanding amounts. Borrowing causes debt which must eventually be paid. The options of printing money and unlimited borrowing are unrealistic solutions. Taxation ranks high as a source of revenue for governments. The following definition of tax clearly indicates its function. Tax is a compulsory contribution levied by the state to finance the provision of general public services, such as purchase of textbooks, audiovisual equipment, and printing and dispatch of “Teacher’s Guide for the Development of Learning Programmes” that facilitate the implementation of NCAPS education policy.

Before a budget can be compiled, some preliminary work needs to be done. Budgeting approaches can be categorized as:

- line-item budgeting with its control orientation;
- planning-programming-budgeting, with its economic planning orientation;
- management-by-objectives, with its emphasis on budgetary decentralisation;
- zero-base budgeting, with its stress on ranking programme priorities;
- top-down budgeting, with its centralising and legislative overtones; and
- budgeting for results (Marx, *et al*, 2007:3-9).

Having discussed budgeting it is essential that the financial implication on policy be discussed.

5.2.7 Financing: Implications for policy implementation

No institution can run its affairs without money. Each institution has a specific mandate or mandates to fulfill. For this to happen different tasks have to be performed by employees. These tasks may involve the usage of particular equipment, time and space. All these factors can be costed and be expressed in monetary terms (Marx, *et al* 2007:3-10). Money is needed to keep institutions and their units up and running. The Department of Education and its constituent units, including schools, need money to perform the tasks assigned to them. Implementation of outcomes-based education policy requires money.

An effective tool that is used by the leadership of any institution or unit to finance its operations is a budget. It provides for items that will be needed to perform that tasks assigned to the institution or unit, and estimates the expenditure for a specific period – normally a year. This information is crucial for the running and maintenance of every institution (Grobler *et al*, 2006:229). Any new assignment that is given to an institution or part of it, must be costed and funds must be made available in advance or periodically as the task that has been embarked upon. Under other circumstances, the given mandate will not be discharged because of lack of money. The principle of costing the implementation of a new public policy also applies to outcomes-based

education policy. Thus, a workable budget is crucial in implementing outcomes-based education.

Because of the important of a budget, attempts have been made to develop different budgetary strategies, for example, line-budgeting, performance budgeting, planning-programming-budgeting, management by objectives, zero-based budgeting, top-down budgeting and budgeting for results (Faul, Everingham and Lomax, 2000:33). The major objective of these budgetary strategies is to obtain maximum benefit from limited financial resources. Consequently, these strategies are also helpful in the implementation of outcomes-based education policy.

Control over collection, banking and expenditure of funds is central to the success of an institution. Nevertheless, control of expenditure in terms of an approved budget is equally important. It ensures that items that have to be purchased are brought satisfactorily, services that are required are paid for and that public goods that are to be produced are produced satisfactorily. Budget control ensures that a public policy is implemented satisfactorily. Hence, budget control can enhance the chances of successful implementation of outcomes-based education policy. In the view of the above information, it is imperative that motivation of employees is discussed.

5.3 MOTIVATION

Motivation has been defined as willingness to exert a persistence and high level of effort towards organisational goals, conditioned by the effort's ability to satisfy some individual need. The key elements in this definition are intensity of efforts, persistence, direction toward organisational goals, and needs. The *efforts element is a measure of intensity* (Grobler *et al*, 2006:400). This refers to someone who is motivated and trying hard. People who are persistent, sustain their high level of effort despite barriers or difficulties. However, persistence and effort are unlikely to lead to favourable job performance outcomes unless the effort is channeled in a direction that benefits the organisation.

It is therefore essential that the quality of effort taken into consideration as well. Motivation is treated as a need satisfying process. A need in this context means some internal state that makes certain outcomes appear attractive Robbins (2000:407). It is further stated that an unsatisfied need creates tension that stimulates drives within the individual. These drives generate search behaviour to find particular goals that, if attained, will satisfy the need and lead to the reduction of tension (Smith, 2004:285). Motivated employees are in a state of tension. To relieve this tension, they exert effort. The greater the tension, the higher the effort level, it is noteworthy that, inherent in the definition of motivation is the requirement that the individuals needs to be compatible and consistent with the organisational goals.

When they are not, individuals might exert high levels of effort that actually run counter to the interests of institution. For example, some employees regularly spend a lot of time talking with friends at work in order to satisfy their social needs. In this case there are high levels of efforts, only it is being unproductively directed (Smith, 2004:261).

Motivation is generally regarded as the most important component of leadership. Management should be able to get personnel to work together to achieve the objectives of the institution. Activities have to be carried out and managers have to motivate personnel to take action. Leadership depends largely on the ability to motivate, influence, lead and communicate with sub-ordinates (Smit *et al*, 2007:157). Personnel need motivation to achieve an acceptable level of performance. Motivation is what causes, channels and maintains human behaviour. It is important that management have a basic understanding of the reasons for human conduct in order to influence people's actions.

Despite the popularity of Maslow's hierarchy of needs framework, efforts to support it with substantive research evidence have met with little success. In an attempt to deal with some of its limitations, the modification of Maslow's framework has proved to more accurately describe the relationship between needs and motivation. Robbins

and Coulter (1996:546) argued that there are three types of core needs – existence, relatedness, that is the desire we have for maintaining interpersonal relationships.

The social and status desires need interaction with others if they are to be satisfied, and they align with Maslow's belongingness need and the external component of his esteem classification. These include the internal component from Maslow's esteem category and the characteristics included under self-actualisation. The difference between Maslow's rigid step like progression and ERG theory is that the latter does not assume a rigid hierarchy where a lower need must be substantially gratified before one can move on (Robbins, 2000:410). For example, a person can be working on growth even though existence or relatedness needs are unsatisfied, or all three need categories could be operation at the same time.

Currently, one of the most widely accepted explanations of motivation is provided by expectancy theory, a book entitled work and motivation by Victor Vroom, covering on expectancy theory of work motivation, made an important contribution to the organisational behaviour literature. Vroom's theory seeks to predict or explain the task-related effort expended by a person. This theory's main question is: "What determines the willingness of an individual to exert personal effort to work at tasks that contribute to the performance of the work unit and the organisation?" In answering this question, Vroom argues that managers must know:

- the person's belief that working hard will enable various levels of task performance to be achieved;
- the person's belief that various work outcomes of rewards will result from the achievement of the various levels of work performance; and
- the value the individual assigns to these work outcomes.

The first organised efforts by psychologists and other researchers to learn more about leadership involved the analysis and identification of the personal qualities of leaders. The assumption was that strong leaders had certain basic traits that distinguished them from the non-leaders. The underlying idea was that if these traits could be isolated and identified, then potential leaders could be recognised. The search for

identifiable leadership traits, the researchers followed two basic approaches. The first approach followed was to try to compare the characteristics of those who had come forward as leaders with those who were not leaders. Secondly, they compared the characteristics of effective leaders with those regarded as ineffective leaders.

Smit and Cronje (2004:280) state that leadership traits include qualities such as intelligence, assertiveness, above average height, a good vocabulary, attractiveness, self-assured, an extrovert personality, and similar characteristics. The research findings on leadership traits were not successful because there were so many exceptions. For each set of leadership traits identifies were common in many people who were not leaders (Smit and Cronjé, 2004:286). In view of the above-mentioned information, it can be concluded that research into leadership traits can be regarded as unsuccessful.

Traits alone do not explain leadership sufficiently. The inability to explain leadership from this perspective led researchers to investigate the behaviour of leaders for an answer (Mullins, 2002:253). Researchers hoped to identify something significant in the behaviour of leaders. For example, the underlying idea is that democratic leaders are more successful than autocratic ones. It was further hoped that theory on behavioural approach to leadership would provide answers that would have practical impact quite different from those of the traits approach in providing a basis for the selection of leaders in an organization (Robbins, Bergman, Stagg and Coulter 2006:412)

Participative leader involves subordinates in decision-making but may retain this final authority. He/she shares education legislation with the staff. The circulars received from the Department of Education reach all educators. Thus, there is access to information that is relevant to educators. Participative style allows and expects educator participation in planning policy implementation and other important activities.

5.3.1 Cultivating a culture of learning and teaching

One of the most important issues that face education in South African schools currently is the restoration of a sound culture of learning and teaching. The majority of schools continue to reflect characteristics of a poor culture of learning and teaching (Gronn, 2003:75). The central role that a principal plays in all the programmes of a school, and the impact that he/she has on the development of a tone and ethos that are conducive to teaching and learning, are crucial to the process of building a sound culture of learning and teaching in a school.

The concept of a culture of learning and teaching refers to an attitude of all the role players towards teaching and learning, and the presence of quality teaching and learning processes in schools. It is important to note that the culture of learning and teaching usually refers to a situation that prevails in a school (Fullan and Hargreaves, 1998:150).

The following are aspects of a sound culture of learning and teaching:

- all role players value the processes of teaching and learning;
- practices reflect a commitment to teaching and learning;
- the resources needed to facilitate this process are available; and
- the school is structured to facilitate these processes.

A poor culture of learning and teaching in a school situation is where proper teaching and learning has broken down. The collapse of a culture of learning and teaching is most pronounced in secondary education in South Africa. Schools with a poor culture of learning and teaching should be regarded within their contexts (Fullan, 2003:115). Some of the most common observable features of a poor culture of learning and teaching are poor attendance of both educators and learners, educators do not have the desire to teach, vandalism, alcohol and drug abuse, high drop-out rate, poor school results, weak leadership including governing bodies and low morale.

Schools with a sound culture of learning and teaching have some common characteristics. Some common characteristics are positive school climate, sound classroom environments, some home-school relations, effective leadership including school governing body, management and administration, neat buildings and facilities, availability of resources, high professional standards among educators, healthy relationships between all role players, order and discipline, effective instructional leadership, and a shared sense of purpose (Buser and Soram, 1995:13).

The organisational culture of a school is a very important aspect of school life and it has a profound effect on all the other elements of a school. The organisational culture influences the attitudes and work practices of educators as well as learners, and it has a determining influence on the culture of learning and teaching in a school (Deventer, 2003:120). The following important aspects of school culture which have a direct bearing on the culture of learning and teaching are:

- the school's organisational culture can help to define staff tasks;
- it influences the commitment of educators to their teaching task in the isolation of the classroom;
- it is cohesive by nature and binds the staff and learners in a common fate and vision;
- it is directive by nature and plays an important role in decision making in the school; and
- it determines behaviour and indicates proper and ideal behaviour for the various members.
- The principal and staff can influence the school's organisational culture and culture of learning and teaching. They can influence it by implementing the following aspects:
 - promoting sound convictions about education;
 - strengthening a genuine philosophy of teaching and learning;
 - modeling accepted norms and values;
 - formulating a guiding mission;
 - implementing an effective school policy;
 - practicing special rituals and ceremonies;

- practicing sound teaching and learning methods; and
- caring for the school buildings, grounds, facilities and equipment.

It could be deduced that the principal's responsibility is to ensure that the systems and policies are put in place to make sure that the school culture is effectively inculcated. The representative council of learners should also play an important role by persuading the learners to accept the development of school culture.

5.3.2 The organisational climate of a school

The role of principals and school management teams of schools are to manage the different curricular and extra-curricular programmes of the school. These tasks are performed through the formal structures in the school in order to have positive staff members who will work diligently towards achieving a culture of learning and teaching. By utilising and managing the climate and culture of the school, the principal will create an environment in which both educators and learners will positively and enthusiastically contribute to the success of the teaching and learning (Van der Westhuizen, 1991:200).

The school climate is the quality and frequency of interactions among all the stakeholders involved in the school while school culture is the belief system or values of those stakeholders. The school climate is viewed as those interactions that underpin the school culture, including typical trends of activities that are characteristic of the functioning of a particular school. The culture of the school is reflected in its climate. If the belief system that underpins the culture of the school is one whereby learners are the most important focus of education, it is invariably the case that the mode of interaction between staff members and learners reflects such a value (Owen, 2001:75). These interactions between learners and educators reflect the school climate.

The school climate can be observed in all aspects of the school. It is seen in the nature of work and the people, good school building and environment and also in its history and culture (Van der Westhuizen, 1991:80). The school climate is evident in

the organisational structure and the management and leadership style. The interpersonal relationships of all people who work in a school reflect the school's climate in the attitudes, motivations and academic achievements.

A positive school climate is one in which learners are assisted along a number of developmental pathways. It reduces absenteeism and drop-out rates because learners want to be at school. A positive school climate promotes motivation and their will to learn. It increases willingness on the part of educators to take risks, to step outside the defined boundaries, and to make the classroom more exciting and challenging for learners.

The principal's role is to ensure that a positive school climate is developed and sustained by all stakeholders. The creation of a healthy school climate involves, among the others, developing a school community where all members share a set of essential values, participate in decision making and support a common purpose. It encompasses the way in which things are done and is a reflection of the values, beliefs and shared understanding of school staff, learners, parents and others involved in the school community.

5.3.3 Effective policy making

Planning and setting outcomes for a school include drawing up a school policy for the different management areas and physical facilities of schools. The different management areas could be for learners, both curricular and extra-curriculum, staff, finance, administrative and school community affairs. It is essential that every school should have a policy that serves as a guideline for the behaviour of personnel, learners, parents and other role players.

In the education setting a policy usually means some general plan of action that is designed to achieve a particular aim of a school. It contains guidelines as to how persons should exercise their powers and make decisions. A policy should also

reflect the values that will be taken into account in making decisions. A school policy serves as a guide for making management, functional and administrative decisions.

Education policy making is the task of the national government, the province and the management team and governing body of each school. Policy making within a specific school and implementation of national and provincial governments are the tasks of every educator.

Before policy making starts, it should be determined if the required policy is related to the professional functions of the school or the governance of the school. Professional functions are matters affecting teaching and learning. The SGB is required to make policy on issues related to governance of the school. The professional management team of a school is responsible for drafting the school policy that regulates the professional obligations of the school.

Educators as classroom managers should, as part of their planning, determine beforehand what their policy is with regard to matters to be managed in the class. For example, time, discipline, parents, homework, teaching and learning, teaching aids, finances and learner behaviour.

The policy making functions of school governance lies with the school governing body and includes the admission policy, language policy, rules about religious observances, a code of conduct for learners, and finance policy. Policy makers should take note of the following guidelines:

- the Constitution as the supreme law of the country, national and provincial legislation, departmental rules and regulations, and the valued of the community;
- care must be taken in deciding on and drafting policy as the policy may have long term consequences. An incorrect policy may cause further problems rather than solving a specific problem;

- policy should initially be drawn up by a small committee which has consulted all the relevant stakeholders. The draft policy must then be submitted to the stakeholders for discussion and approval, rejection or changes; and
- every policy document must be drafted in precise and clear language, and not be too long.

Policy making is never a once-off planning action, it is an ongoing process. Policy making creates broad general guidelines, implies planning, is related to aims, and is based on values. It influences the management functions of the educational leader, has dynamic and social action.

5.4 PRESENTATION OF RESULTS

The objective of the study is to improve the operational environment of principals in secondary education in South Africa. To achieve this objective, the research study examined the generic administrative functions, namely policy-making and analysis, organising, staffing, financing, determining work methods and controlling as functions carried out by principals in secondary schools. In addition some of the management functions such as leading, motivating and planning have also been examined. The research findings of the research project will be discussed and formulated.

5.4.1 Research finding

Issue: Financing in dysfunctional governing bodies

The research study has found that financing is impacting negatively on the role of leadership. Prew (2004:5) found that some school governing bodies surveyed were facing challenges over school finances. The bitter conflict ensued between some SGB chairpersons and principals. The SGB chairpersons blamed the principals for mismanaging school finances and appealing to other SGB members to exclude the principals from participating in finances of the school. Most of the surveyed school

governing bodies in this regard were dysfunctional as they did not focus on issues of governance.

Brijraj (2004:10) posits that the principal of the school is the chief executive officer of the institution who should be knowledgeable about financial management and the budget of the school should not be excluded from the decision-making. According to the regulations contained in the South African Schools Act, 84 of 1996 the governing body and the school principal (as a member of the governing body) are responsible for administering the school funds effectively. The South African Schools Act, 84 of 1996 explains the roles of the school management team and governing body. The school management team (principal as head) is responsible for day-to-day running of the school while the governing body is responsible for governance issues such as formulation of school policies and ensuring that the school management team implements them effectively.

Pampallis (2004:5) states that the category of the dysfunctional school governing bodies, were mainly interested in enriching themselves, by selecting service providers known to themselves. The finance committee of the school which includes the principal is also dysfunctional. Consequently, the learner teacher support materials and learners' textbooks were not purchased on time and if purchased they would not meet timeframes set for school readiness. This affected the role of the leadership in those schools.

5.4.2 Research finding

Issue: Financing in functional school governing bodies

Brijraj (2004:8) concedes that the governing bodies surveyed in this category, had a trend of supporting their schools effectively. The school governing bodies adhered to their roles and functions as stipulated by the South African Schools Act, 84 of 1996. Research has found that financing impacted positively on the role of leadership in

secondary schools. The governing body members had qualifications in business and law had good understanding governance.

The school management team and educators collectively drafted a budget. A budget is the mission statement of the school expressed in monetary terms. Research found that principals developed a whole-school approach to the drafting of a budget. Educators who headed certain activities of subjects in a school were automatically involved in drawing up the budget. The principal would present the budget to the finance committee who in turn would discuss it with the school governing body. The latter would present it at the Annual General Meeting (AGM) for ratification.

The governing bodies were involved in raising funds for their schools. The governing bodies were complying with the South African Schools Act (Act 84 of 1996), which stipulates that the school governing body should raise funds to supplement the resources provided by the state. Research found that the governing bodies and school management teams worked collectively to ensure additional means of supplementing their financial resources. The task of fund-raising was allocated to a fund-raising committee who were responsible for coordinating all the school's fund-raising efforts.

The school governing bodies were able to purchase additional equipment and other resources for their schools. They were not merely waiting for money from the state like the governing bodies of the dysfunctional schools. The functional governing bodies were able to employ educators to be paid by the school and also general assistants.

5.4.3 Research finding

Issue: Dysfunctional governing bodies

Policy-making and analysis are impacting negatively on the role of leadership in secondary education as a result of lack of knowledge concerning the total school

environment. In terms of the South African Schools Act (Act 84 of 1996), the SGB is required to make policy on issues related to the governance of the school. The policy-making of the governance of a school lies with the school governing body and includes the admission policy, language policy, rules about religious observances, a code of conduct for learners, and the rights and responsibilities of stakeholders.

The conflicts that could develop between the SGB members and principals affect the school governance negatively. Research found that conflict becomes a dangerous and disruptive force and the easiest is to achieve a solution. Dysfunctional conflict, in organisational terms, refers to any confrontation or interaction between groups that harms the organisation or prevents the achievement of organisational aims.

The distance between people increases owing to the development of a climate of mistrust and suspicion. The dysfunctional school governing is impacting negatively on the role of leadership in secondary education. The schools are bound to perform poorly without good governance. Functional school governing body impact positively on the role of leadership in secondary schools. The school governing bodies of the former model C schools were co-operative with their principals and formulate the afore-mentioned policies. These school governing bodies had formulated their own code of conduct. As a result, SGB members are able to reflect their behaviour on the code of conduct.

5.4.4 Research finding from a SASA policy implementation

Brijraj (2004:9) states that there are some principals who work co-operatively with their SGB members. This trend is pervasive in the more well endowed schools which are mainly formerly Model C schools. These schools are characterised by elite SGB members, who in most cases are directors of companies, attorneys, accountants and public servants. These SGB members are thus able to initiate strategic planning with their principals. In fact, they help the principals to understand that the schools should be managed like businesses.

SGB members have in more affluent schools the fundraising skills that the poorer schools do not have. By working collegially, the principals and SGB members raise sufficient funds for their schools. This money is used to buy equipment for the school. The principals and the SGB members raise funds to develop computer laboratories, technology laboratories, arts and culture centres as well as many other centres that would support the schools in providing quality education for their learners. Educators are well supported, in terms of educator support material, and as a result are able to produce good scholastic results.

SGBs of schools supported by parents or donors are able to appoint a sufficient number of educators with the relevant expertise in curriculum studies. These educators, who have been appointed by the SGBs, complement teachers who are paid by the state. A teacher learner ratio of 1:35, which is recommended by the Department of Education, is sustained and at times is reduced to 1:25. Their classes are reasonable in size and offer the educator the opportunity to pay more attention to individual learners. The learners, in turn, take the opportunity that is given to them by the school.

The SGBs who raise funds are able to appoint support staff for their schools, such as additional administrative assistants who are hired to do various administrative duties for the school. The SGBs are in the position to appoint additional general assistants, such as security personnel, grounds men and cleaning staff. Security personnel ensure that the staff, learners and the property are protected. Visitors are screened before they are allowed onto the school premises. The grounds-men ensure that the environment and the playing fields are in good condition, while the cleaning staffs make sure that all school buildings are kept clean.

These SGBs are able to buy school buses to transport educators to places where workshops are being held. The educators are taken care of, as they do not use their own cars for school business. Learners going to various places, such as school outings also use the school buses. The schools, under these SGBs, are performing very well when compared with historically disadvantaged schools.

Figure 5.1 shows the positions of the principal and SGB members to be in equilibrium. This balance demonstrates the good relationship that exists between the principal and the SGB members. They are all involved in the discussion of governance issues. Points A, B and C, on the graph, show that there is cooperation between the two parties. The relationship between the principal and the SGB members is in direct proportion. Points 1A1, 2B2 and 3C3 demonstrate the enhanced cooperation between the principals and SGB members.

Population and Sampling

A population is the full set of cases from which samples are taken. Population is the objective of research and consists of individuals, groups, events organisations or human products. Ten (10) schools have been drawn from the population of thirty five principals. Ten principals constitute a sample for this study. The school governing body members are also included in the research project.

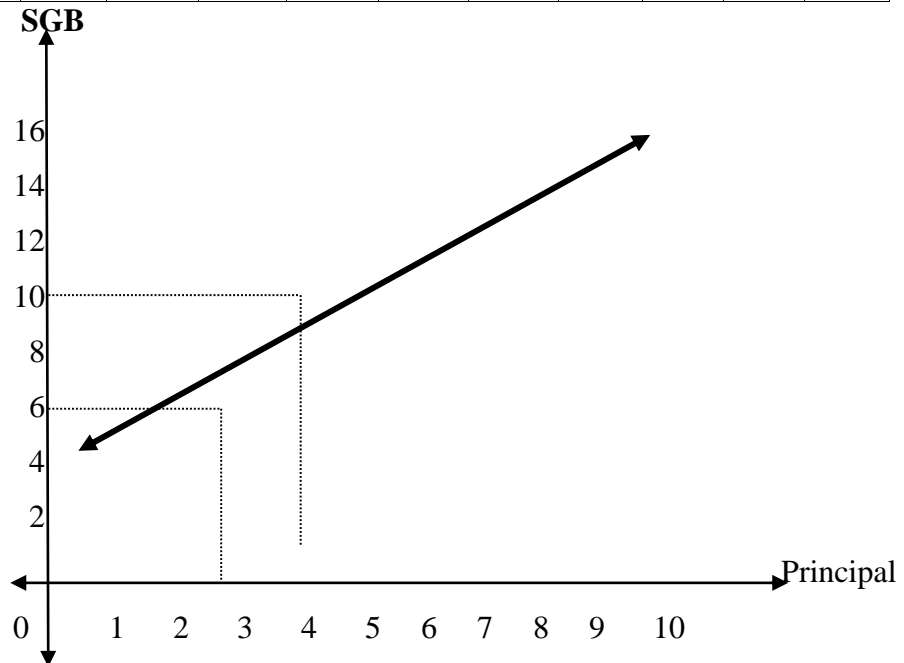
Data analysis consists of examining the database to address the research question(s). At this stage, the research question has not been answered (accepted or refuted). The independent variable (x) is the factor selected and manipulated by the researcher to determine its effects on the problem being investigated variable independent bec. res. Is interests in how it affects the variable being investigated. – trying to find cause – and – effect relationship (Terre Blanche and Durrheim, 1999:431)

Dependent variable (y) is the factor which is observed and measured by the researcher in order to determine how it was affected by the independent variable.

In view of the above information, the principals would be the independent variables (x) and the SGBs, dependent variable (y) because is the factor which is observed and measured by the researcher.

Table 5.1: Positions of principal and SGB members in equilibrium

Position of Principal	1	2	3	4	5	6	7	8	9	10
SGB members	3	6	6	7	8	12	11	13	14	16



Source: Mahlabegoane LS (30/10/2013)

This information on Table 5.1 can be represented as a Cartesian plane which shows positive association both on the inputs of the principal and the SGB. The association between them is positive strong, tight and the points can be summarised by straight line.

5.4.5 Research finding in respect of resistance to change

This research project has found that there are some principals who are resisting education transformation. Prior to the democratic South Africa, school governance consisted of the parents and the principals only. The principals and the parents were the only people who could make decisions on behalf of all the stakeholders in the schools.

Currently, legislation allows educators and learners to be represented in the school governance structure. This implies that they are eligible to participate in school governance matters. SASA stipulates clear guidelines on the roles and functions of the principals and the SGB members. It states that the principal, as the head of the school, is responsible for the day to day professional running of the school. The chairperson is the head of the SGB who should ensure that the systems established are implemented. SASA further states that the chairperson must work closely with the school principal.

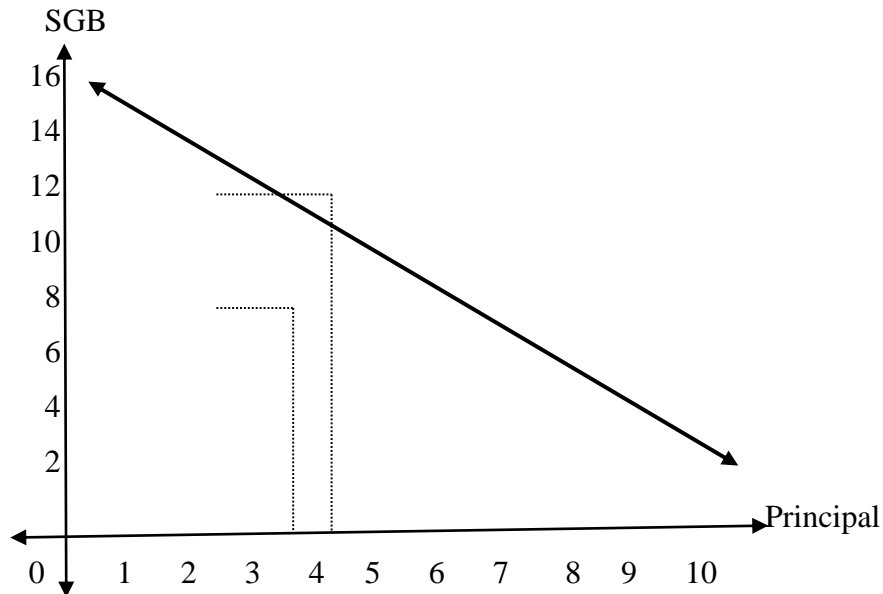
The role of the principal on the SGB is to ensure that the SGB is functional in the school, this means that he/she must ensure that all SGB members carry out their school governance duties according to education policy and legislation. The principal, as a representative of the Department of Education, should be exemplary in adhering to the guidelines of SASA and not working contrary to the rules. This research has found that some principals are reluctant to change to the new order.

It would seem as if the principals should be trained in legislative policies and their implications, thus enabling principals to be agents in educational change management. They should be able to apply leadership skills, which are appropriate for change management. The principals should be able to share information with people, particularly the SGB members. If the SGB members get the correct information from the principal, they are likely to trust him/ her. A lack of trust between the principal and SGB members creates unnecessary tensions, at the expense of the learners' education.

Figure 5.2 demonstrates a situation where there is no co-operation between the principal and the SGB members. The graph is skewed steeply towards the principal, while the principal is trying to do his best for the school; the SGB members are not supportive of him. For example, when the SGB is supposed to deal with staffing, the principal is always outnumbered.

Figure 5.2: No co-operation between principal and SGB

Position of Principal	1	2	3	4	5	6	7	8	9	10
SGB member	15	12	12	10	8	7	5	5	4	2



Source: Mahlabegoane LS (30/10/2013)

The association between principal and SGB is negative because points create a negative line which shows that the input of principal does not stand in good terms with the SGB. This is because of personal deficiencies they have between themselves.

5.4.6 Research finding from a transformation perspective

Democratic principals

This research has found that some principals who democratise their SGBs and their schools but lack support from the Department of Education. These principals, who are democratising their schools, seem to be objective in education transformation in South Africa. This research has mentioned (chapter 1) that the education system in South Africa has inherited unequal norms and standards that were created by the

apartheid government. It is important that education transformation that has been discussed in this research project is viewed from this perspective.

The term democratisation, used by the CEO of SACE, means to transform the schools and SGBs to meet the country's constitutional mandates. The SGBs, particularly of those schools that were previously advantaged, need to change and work according to the Constitution of the country. This investigation has indicated that undemocratic SGBs at the former white schools tend to appoint educators along racial lines and not according to the requirements of the curriculum. It would appear as if these SGBs regard black teachers as inferior to white teachers. However, this research acknowledges the positive efforts made by these principals.

Democratisation of schools has implications on the admission of learners in the schools. SGB members should not discriminate against learners because of their financial or racial backgrounds. SASA stipulates that parents must apply for exemption of school fees and that the principals and SGB members should assist these parents.

5.4.7 Research finding in respect of commitment

Unethical principals

This research found that some SGB members surveyed by SACE were of the opinion that their principals should not be allowed to manage school finances. This opinion creates a perception that the principals were not trustworthy. In view of the above-mentioned information, it appears as if there will be a continuation of conflicts between some principals and their SGB members.

The strained relations between the principals and SGB members will impact negatively on school effectiveness. The tensions that evolve between some principals and SGB members could make the management of finances difficult for

their schools. The lack of trust in the relationship of trust in the SGB creates serious problems for both the professional management and school governance.

Principals working in this type of environment could be unable to lead and create a conducive school climate in which teaching and learning should take place. The morale of the staff could be affected and this in turn could compromise teaching and learning. In view of the above-mentioned information the SGBs are likely to be dysfunctional, resulting in poor performance of the schools in which there are such tensions.

5.4.8 Research finding in respect of capacity

Illiterate SGB members' perspective

This research has found that some SGB members, particularly in the previously disadvantaged schools, are illiterate. Their poor educational level hampers them from carrying out their duties as stipulated by SASA. This research contends that the SGB members should be trained by the Department of Basic Education to understand and implement policies accordingly. From the data analysis in Chapter 5, it would seem as if the SGB members do not have the confidence to execute their duties (Brijraj, 2004:5)

The pattern of behaviour of these SGB members indicates that they drop out of the structure before the end of their term. This causes the principal, and the other remaining members to convene a parents meeting in order to co-opt parents to replace those who have abandoned their membership. When these SGB members opt to resign, they do not write a letter nor explain verbally to other members why they are no longer interested in serving on the SGB.

When the SGB is dysfunctional, it places a burden on the principal and the management. For example, when office bearers have dropped out of the SGB, the school cannot be supported financially. The process to replace the office bearers

takes a long time as the Department of Education must obtain a report from school before they can give directives in this regard.

The SGB, as a human resource agent, is responsible for interviewing and recommending staff to the Head of the Department. If the SGB is dysfunctional, these activities cannot be carried out. In compliance with the relevant legislation, the SGB must engage in certain activities, otherwise the teacher's unions could dispute the outcomes of those interviews (South African Schools Act of 1996:) The SGB members are responsible for buying books and textbooks for learners, but if the SGB is dysfunctional, the procurement of the required books will not take place. This research project has found that the functions allocated to the SGB members are the core responsibilities of the school, and without them the schools cannot function at all.

5.4.9 Research finding in respect of absenteeism of educators

This research has found that some School Governing Bodies lack the Knowledge of HIV and AIDS. The South African Schools Act, 1996 requires the SGB to formulate HIV and AIDS policy which would then be implemented by the educators. This research project, has found that the education level of some parents, particularly in the rural and township schools is inadequate. It has also been found that their working experience excludes HIV and AIDS skills.

Prew (2004:4) states that historically disadvantaged schools are not effective, because amongst the other reasons most teachers attend the funeral of their colleagues who have died from HIV and AIDS. The teachers, absenteeism impacts on curriculum delivery. It would seem as if schools do not believe that HIV and AIDS exist. This is a sad state of affairs because the teachers are authorities in education and as such, they should be in a position of leadership.

They are the community leaders who should be teaching people about HIV and AIDS. Instead, they are the victims of this pandemic disease. The teachers are people who should encourage others to read books and newspapers. Included in gathering

information of this nature is the electronic media which is used to inform the communities about the disease and how it can be prevented. The electronic media invites doctors and experts to teach people about HIV and AIDS pandemic (Ndebele, 2013:9). This research investigation has found most that of the learners in disadvantaged schools are not exposed fully to the campaign against HIV and AIDS. Learners, who have affected, get little or no help from the School Governing Bodies as well as from the teachers.

5.5 CONCLUSION

Some salient points were discussed and this research project has found a number of findings that prove that the literature study used supports the research questions for this study states that poor relations between the principals and SGB members impinge on the functionality between some principals and SGB members. This mistrust, it seems, stems from the misunderstanding of management of finances. Some SGB members are of the opinion that principals should not manage finances. These SGB members project the perception that principals embezzle money. Some literate SGB members, who were surveyed by SACE, hold this opinion. This research project has found that their schools performing poorly and the SGB members could attribute this to a lack of support.

The documents that have been analysed in chapter 4 (A critique of documentary data analysis) had rich information about the various school governance and their compliance to the South African schools Act of 1996, was put to test. This research investigation has found that the principals are unable to carry out their duties according to the Personnel Administration Measure. The principals should be given the opportunity to manage public finances, personnel provision and utilisation, determination of work procedures, policy making, organising and control.

Policy formulation and implementation are essential factors for public institutions. Parliament and other executive institutions are responsible for public policy-making.

The principals are responsible for ensuring that education policy is implemented properly.

6

CONCLUSION AND RECOMMENDATIONS

6.1 SUMMARY

The problem statement of this study was, “concerns that principals’ as well as their respective school governing body’s capacity to deliver effective leadership and governance might be constrained by own deficiencies and operational environment they face”. The research analysed the following question:” To what extent can leadership and governance framework improve the operational environment in secondary education in South Africa? Against this backdrop, the study examined the present operational environment of principals and their respective school governing bodys (SGBs) in the Department of Basic Education. The functions performed by the principals. The generic administrative and managerial functions performed by both principals and SGBs such as policy making and analysis, organizing, staffing, financing, determining work methods and procedures and controlling were investigated (Thornhill, 2012:87). Documentary analysis of papers concerning the performance of the school governing body’s in South Africa was done. Data analysis, validation and interpretation of data were done. The implementation of the National Curriculum Assessment Policy Statement requires effective leadership, management and governance. Although there has been progress in terms of meeting the immediate education policy objectives, the study found that the leadership and governance framework is not very effective on addressing the operational environment in the Secondary education.

Some elements of transactional, transformational, leadership and school governance models are evident within a still transforming South African education system. There are, for instance, characteristics and principles intended to promote effective leadership and governance in the Department of Basic Education such as public private partnership (PPP's), accountability, transparency and participation. The study suggests that it is necessary to improve the current leadership and governance framework, in order to accelerate education policy implementation at the pace that is needed in South Africa.

6.1.1 Summaries of chapters

Chapter 1 served as the introduction of the research study followed with the rationale, a problem statement which focused on the objective of the study, an explanation of the research method and design. Chapter 1 also dealt with the historical background of the study, a definition of key concepts, the structure of the research and the research question.

Chapter 2 focused on Public Administration and education landscape in South Africa. Public Administration refers to the academic discipline studies at tertiary educations in South Africa while public administration refers to the activities, both strategic and operational, within the public sector. From this perspective, public administration came to be viewed as the activities of the executive agencies in government. The executive agencies of government in South Africa are the national, provincial and local spheres of government.

The generic functions of public administration have been sub-divided, for analytical purposes, into policy making, organising, financing and staffing, determination of work procedures and control. Chapter 2 provided a list of functions that are performed in an administrative executive institution. They are generic administrative and managerial functions, auxiliary functions, instrumental functions and line functions. The afore-mentioned functions are used by public servants to render services to the people.

Chapter 2 further explained the generic administrative functions, namely policy-making and analysis, staffing organising, financing, determining work methods and procedures and controlling. Financing and staffing were found to be the competence of the SGB and the principal in his capacity as a member of the governing body.

The factors influencing policies and circumstances have been discussed in this chapter 2. The study found that technological developments, population increases and urbanisation, national disasters, international relations, economic and industrial development are some of the factors influencing school related policies.

Chapter 3 dealt with leadership and the role played by principals. Leadership involves taking the lead to bridge the gap between formulating plans and reaching objectives, that is, to translate plans into reality. Leadership involves elements such as influencing, giving orders, motivating and handling people, either as individuals or in groups, managing conflict and communicating with sub-ordinates. From a management perspective, there are facets of leadership which are fundamentally the task of management to direct the activities and performance of people productively so that the objectives of the organisation can be obtained.

Since leadership is increasingly taking place within a team context, the role of the leader in guiding team members has become increasingly important.

In order for the leader to make a significant contribution to the achievement of the objectives, the interaction between personalities and circumstances should take place. This will be influenced by the teams' interpretation of the role of the leaders. In the school setting, the principal determines how instructions are to be carried out and encourages the educators to strive towards a high level of curriculum delivery of NCAPS. Formal leadership takes place when a principal exercises formal authority.

The style of leadership is essential for the principal as this can be influenced by the relations he/she has with teachers. The styles of leadership that were examined and discussed included participative, transactional and charismatic leadership styles. Participative leadership style is democratic by nature and dictates that the principal should always strive to involve educators in decision making.

The principal's role is to ensure that a positive school culture and climate are created so that teaching and learning can be effectively carried out. The development of school culture and climate was discussed. The study found that the principals had a major task of ensuring that a conducive school environment is created in which teaching and learning should take place. It is the responsibility of the principals to ensure that a positive school culture is created.

The principal, school governing body and learners have to work together to plan the whole school evaluation and school improvement plan. The principal who used the participative leadership style was likely to lead the participants successfully. Ownership of the whole school evaluation and the school improvement plan was crucial for the successful implementation.

Chapter 4 was mainly concerned with research methodology. Qualitative and quantitative research methodologies have been extensively discussed. The comparisons of both research methodologies have been elucidated. The qualitative research process is inductive while that of qualitative inquiry is richly descriptive in words and pictures which are used to convey what the researcher has learned about a phenomenon. This research study employed content analysis a qualitative approach to analyse documentary data. It also used triangulation to interpret data. Thus, it used statistical or graphic devices to enrich the interpretation of data. It should be noted that there are multiple constructions and interactions of reality that are in flux and are changing over time. The researcher's interest is to understand what those interpretations are at a particular point in time and context.

The characteristics of both qualitative and quantitative research methods have also been dealt with. Table 4.1 (chapter 4) presents these qualities of the positivist and qualitative approaches. The qualitative research process is inductive while the quantitative research process is deductive. The inductive approach gathers data in order to develop concepts, hypotheses or theories while the deductive, derives postulates or hypotheses to be tested.

Various methods of collecting data were used to investigate the critical factors that are impacting on the role of leadership in secondary education. Within the context of qualitative research, observation, interviews of school management team members, education officials and school governing body members were used to collect the relevant data. The study on leadership was done to define the role of the principal. The study combined quantitative and qualitative approach to strengthen the validity of the research findings. Qualitative approach is formalised, as well as more explicitly controlled than the quantitative approach. With a range that is more exactly defined and relatively close to the physical sciences. The quantitative approach researchers' role is that of an observer, and studies are focused on specific questions or hypotheses that ideally remain constant throughout the investigation.

The research method was appropriate for this study because of a various ways of collecting data. For example, education officials, principals, school management personnel, school governing body members and the relevant literature had been consulted.

Chapter 5 focused on the presentation and discussion of results. The critical perspectives that are impacting on the role of leadership have been identified.

Research has found that the generic functions, namely; staffing and finance are the competence of school governance structure and the principal. The study found that in some schools, particularly those with SGB members who lack governance skills on human resource, there were challenges on finding a suitable candidate. The SGB members could not agree with the principals. This is a cause for concern as the principal is an expert on NCAPS.

The study found that the management of school finances was a challenge in the schools with a governance structure which lacked of skills and knowledge on governance. The study found that the school governing body did not have a finance policy to guide them on procedures in respect of procurement of learner support materials.

The study found that there were cases of co-operative school governing body and principal' system operating. The SGBs with skills, knowledge and qualifications are the ones who worked as collective with the principals. This category of school governance to be capable of complying with the provisions set out by the South African Schools Act, 84 of 1996.

Their schools were effectively supported by these SGBs. They supported the schools to be centres of excellence in education.

The schools with the SGBs that lacked skills and knowledge on governance were performing poorly in terms of NCAPS delivery. The SGBs failed to support the principal in carrying out his/her duties. As a result, this impacted negatively on the role of leadership.

The Department of Basic Education was supporting the school governing body adequately. The school governing body that lacked skills and knowledge on governance should be trained on governance. The empowerment of skills on governance could not formulate policies as stipulated by SASA. Their schools did not have policies to guide them to carry out particular activities. The school should have amongst others, the code of conduct for learners, admission policy, religious policy and finance policy. The school policies are important because they impact on the school culture and climate. It is imperative that the conducive school culture and climate are created.

Chapter 6 deals with the summaries of chapters, recommendations and conclusion.

6.2 INTERPRETATION OF RESULTS

In light of the above-mentioned information, it is imperative for this research study to interpret the results.

6.2.1 Main findings

Amalgamation of research findings

This research found that the roles of the principals in the secondary education are affected by various factors. Policy compliance by most of the school governing bodies surveyed is not satisfactory. More often, there were conflicts between the principals and members of the school governing bodies. Some schools, particularly with skilled SGBs were complying with the mandate of the South African Schools Act, 1996. Transformation of school governance was taking place. The principals and school governance structures were complying with the policy to make the schools non-racial. This study found that these school governing bodies had a plan to comply with the Employment Equity Act, 1998.

Some schools have skilled SGBs who were resisting change management. These categories of schools did not adhere to the admission policy provided by the Department of Basic Education. The South African Schools Act, 1996 stipulates that no learner must be denied admission because of their nationality or inability to pay the school fees. This research has found that some principals wanted the financial background of the parent before they can consider admitting learners. The reason given was that the black learner's English or Afrikaans was poor and that the learners needed special attention. There was also resistance on compliance with the Employment Equity Act, 1998.

This research study has found that there were some schools in the historically disadvantaged communities that were complying with the South African School Act. The school governing bodies were actively involved in supporting their schools. This research found that there were some principals who were not in good terms with some school governing bodies. Their meetings were characterised by tensions that existed between SGB members and principals of schools in "poor" areas.

Most of the school governing bodies in this category were dysfunctional. There was lack of parental involvement in these schools. Public finance management was cited as the reason for conflicts. There was mistrust between the principals and the chairpersons. Some school governing members would make class visits to supervise the educators. This attitude also fuelled the tensions between parents and educators. This research found that personnel provision and utilisation posed challenges

concerning the role of principals and the chairpersons of the school governing bodies. It was alleged that some chairpersons accepted bribes from educators so that they (chairpersons) can influence their recommendation. The curriculum needs of the school were not taken into consideration.

Schools with skilled SGBs provided the higher education institutions with committed students. Their schools have equipped them with quality education. These learners were taught by well qualified educators. The school governing bodies raised funds to augment the resources they received from the Department of Basic Education.

Some learners from the schools with poor governance skills were successful at the higher education institutions. Although the schools did not have adequate resources, their learners did well academically. Their success could be attributed to the stability of school governments. The schools that had problematic school governance were underperforming.

The Department of Basic Education does not support the principals adequately. It was found that the principals who have achieved good results were not rewarded. Some principals from schools with skilled SGB's were found to be struggling with transformation of schools. The Department of Basic Education officials were not supporting the school governing bodies adequately.

The principals' duties were hampered by the school governing bodies that were not supportive. The South African Schools Act is interpreted differently by some principals and SGB members. This research has found that there are some overlapping roles between the principals and the chairpersons (SGBs).

The Department of Education does not distribute the resources equally to schools. The schools have been categorised in quintiles. The poverty ranking of the schools is one, two, three, four and five. Quintiles one and two mean that the school serves the poor community. It is believed that people in these communities are unemployed and live on social grants. Quintiles three also defines the demographics of the schools

such that serve the poor and should be declared “no fee” schools. Quintile four and five are schools that are in rich communities. Such schools receive fewer resources because the parents can afford to pay school fees. This research project has found that the rural and township schools have been declared quintiles four and five by the Department of Basic Education. Quintiles four and five are meant for rich schools such as the former model C schools. Quintiles one to three are meant for poor schools because more funding is allocated by DBE.

The schools with skilled SGB’s were accommodating the needy learners. In some secondary schools, the population of the learners from disadvantage communities was admitted. The school governing bodies have complied with the Department of Basic Education admission policy. The schools which are in poor communities with quintiles four and five are expected to perform well and produce good results. Most of these schools have inadequate stationery and textbooks for learners. These schools do not have computer laboratories and science laboratories. Some schools have no electricity supply because they have no money to pay electricity bills.

This research study has found that the learners in the historically disadvantaged schools share textbooks. It is common to find four learners sharing a textbook. The lack of resources contributed to high failure rate in schools. The educators find it difficult to adhere to the pacesetters as prescribed for curriculum delivery. The schools are expected to provide quality education to learners.

Giving the learners homework or assignment is impossible as they have to share textbooks. The teaching of physical sciences and life sciences without the relevant equipment makes learning almost impossible. The learners who do physical sciences and life sciences do not perform well *inter alia* due to lack of resources and well qualified teachers.

6.3 RECOMMENDATIONS

The objective of the study was to investigate critical perspectives impacting on the role of leadership in secondary education in South Africa. Chapter 6 contained the interpretation and presentation of the results followed by the research findings. The discussion on the recommendations is done below.

6.3.1 Recommendation one

Issue: Policy-making and analysis

Solution: Training the school governing body

It is recommended that the Department of Basic Education train school governing body members on the following aspects:

- Staffing
- Vision and mission
- Team building

The above-mentioned factors are critical and need to be addressed so that the school governance in secondary education is improved. Governance is a comprehensive concept that refers to the combined efforts of political and public institutions in conjunction with the private sector in providing service to society. In the education setting, the South African Schools Act, 84 of 1996 gives effect to school governance. The Department of Basic Education should ensure that the SGBs are functional and comply with various legislative measures. The study has found that poor governance in secondary education has impacted negatively in the role of principals. Consequently, it affected the implementation of the NCAPS. Good governance is essential for the rendering of services. Thus, the development of a training programme that is recommended by the study, could impact positively on the role of leadership as well as teaching and learning.

Principals are expected to ensure that quality teaching and learning continue to take place while the budgetary provision allocated to them for that purpose is steadily reduced. This situation places considerable responsibility on the shoulders of

principals. Secondary schools are indeed in greater need of improved financial management currently than when funds were readily available. In view of the demands on those dealing with financial matters, it is imperative that principals and members of the governing body should perform their financial management task with circumspection and thoroughness.

Education is mainly financed by private or individual funding and public funding. The parents pay school fees for their children while the state funds public schools from public revenue on an equitable basis. The members of school governing body should be trained on the planning of school finances which usually begins with the drafting of budget. A budget is regarded as a management team and governing body of the school can estimate and plan, as well as coordinate, utilise, monitor and evaluate the allocated resources of the school in financial terms.

The total budget of a school includes various sub – budgets such as the cash budget, departmental budget, capital and project budgets. It is important that the members of school governing body understand the meaning of sub – budgets. For example, the operating/cash budget which covers the day-to-day operations is keeping the school's programme on track. It includes things such as materials, services, stationery and building maintenance. An activity or departmental budget covers the various activities, for example, curricular as well as extra-curricular and programs the school offers. Capital budget covers the procurement of certain assets for the school, for example, computers, sports equipment, transport and gardening equipment. The last sub-budget is project budget which covers larger projects that are planned by the school. This includes the building of tennis court or renovating a school hall.

The members of the governing body should be trained on the different approaches to budgeting. Zero-based budget is the most comprehensive form of budgeting, where each of the expenses in a school is re-evaluated and reconsidered each year. Incremental budgeting process is utilised when the school governing body builds the yearly budget on the previous year's budget. Activity-based budget focuses on the importance of the school's activities.

It is imperative that the school governing body, particularly the principal and the finance committee (sub-committee of the SGB) should pay attention to when drawing up the budget. Planning in financial terms involves expressing the school plan in financial terms. It is essential that the school governing body understands the planning process. It begins with the mission and general aims of the school as a framework. The school governing body should determine the outcomes according to the needs of the school. It should be done for both long and short term. The school governing body should identify actions for each activity or area on the school programme. It is essential that the school governing body allocates the budget on a whole school approach when drafting a budget. It is vital that the school governing body measures the costs of the programmes and establish school fees and other revenue sources to supplement the income of the school for several years if that is possible.

The Department of Basic Education is currently evaluating schools with the intention of making them no-fee schools. Parents in these schools are not paying school fees. The members of school governing body should be trained to understand the functions of the school allocation of resources. For example, learner teacher support material (LTSM), building material and services. They should understand terminology used. For example, ring-fenced means that each allocated fund should be used for that particular allocation. However, transfer of funds can be arranged with the Head of Department of provincial education. Annexure A: Financial resource allocation is attached as an appendix.

The principal and the finance committee make their projections for the coming year. They do so from assumptions based on reliable data of expected income which form the foundation for the projected expenditure. It is important that the school governing body is trained on designing the budget. In the education setting, there are two basic designs that may be used by a school. Firstly, the performance or school programme design indicates the income and expenditure and it also includes a description of what is to be achieved by each item of expenditure. Thus expressing the benefits

derived by the school. Secondly, the traditional or functional budget design that indicates the income and expenditure items, thus emphasising the issue of finances.

The income budget items reflect the various sources of income and their potential value. The items are grouped together under certain headings, such as donations, school funds and fundraising projects. The programmes and needs of the school will determine the expenditure budget items. The expenditure budget items of the school should also be grouped together under manageable headings such as LTSM, Maintenance and Administration. Allocation of funds is done after the budget items have been determined. The various schools' programmes can now be prioritised, and the amount for each of these items can be allocated. Before implementing the budget, it should be approved by the appropriate authorities, stakeholders and parents, governing body, educators, learners and the provincial department of education. Once the budget is approved, it becomes the basis on which financial decisions in the school are based. The implementation of the budget must be monitored, supervised and controlled.

The organising of school finances include aspects such as drawing up a school financial policy, setting up a structure within the school to handle administrative and financial matters, delegating certain functions to administration assistants (AA), educators and the treasurer and coordinating activities. The role and functions of personnel and members of governing body should be clearly stated. This will ensure that the stakeholders do not encroach in others duties as this may cause a dysfunctional conflict. A dysfunctional conflict refers to any confrontation or interaction between groups that harm the organisation or prevent the achievement of organisational aims. Annexure A (see appendices) explains how the allocation of resources is done. The Annexure A shows the amount of money allocated to each function.

In order to lead the financial management procedures effectively, principals and members of the finance committee must be familiar with the correct procedures used in the school. It is imperative that the financial activities such as handling the school

fund account, receiving, recording, administering school finances, financial accounting and reporting. All funds that are collected in the name of the school are school funds and should be deposited into the school fund. The principal and the governing body remain responsible and accountable for the financial management of all the money that is collected for and paid out of school funds. The members of the school governing body should be empowered through training to manage accounting tasks. The first task is to identify, allocate, analyse and interpret financial information. Secondly, they should be able to implement and execute the schools' financial policy. Thirdly, they should communicate the schools' financial information to all stakeholders.

It is important that the members of the school governing body are trained on the raising of funds for the school. The governing body of the school has the responsibility to take measures to supplement the resources provided by the state. Governing bodies and school management teams should work together on fund-raising activities. The members of the governing body should think creatively of other means of supplementing their financial resources. Control of school finances is an important aspect of financial management. It is imperative that the members of governing body are trained to control finances. Control in this context refers to measures that relate to the planning and organisation of financial functions. Financial control includes tasks such as drawing up criteria to ensure that the schools' resources are mobilised effectively as well as monitoring and evaluating the schools' financial progress. Furthermore, financial control includes initiating corrective action if needed.

The principal as a member of the governing body should be trained in the monitoring and control of the school budget and school finances. It entails keeping a check on the difference between the planned financial status at any given time, and the actual financial status at that time. As financial manager of the school, the principal must ensure that the necessary control measures are effectively managed. The principal after training should be able to manage the following tasks:

- drawing up a projection for the whole year, and identify positive and negative variances;
- checking expenditures against the budget allocations;
- checking if resources are mobilised effectively;
- evaluating and re-organising if and when necessary;
- noting if there is a surplus or deficit at the end of the year and whether there is any possibility of building reserves; and
- controlling and checking expenditures by means of monthly statements and the annual report.

Financial reporting to all the stakeholders of the school is critical. An important characteristic of the present approach to financial management is the emphasis on transparency and information-sharing among all stakeholders in the school. The members of the school governing body should be aware that accountability has become a collective responsibility which should include all stakeholders. Thus, the principal and governing body must deal with funds in a responsible manner because they are accountable to the parents, the learners, the community and the Department of Basic Education. The principal should see to it that monthly and quarterly statements are kept. This will enable the principal to be able to give a clear picture of the state of the school's finances. A final report on the income and expenditure for the financial year must be submitted to the governing body for approval. All the stakeholders should be invited to comment on and acknowledge the annual report. It should be made clear that the school governing body is responsible for appointing an independent, qualified person to audit the books annually.

It is envisaged by the study that the training of the school governing body on school financial management, the performance of the school in terms of scholastic results will improve. The development and empowerment of SGBs could impact positively on the role of the principal in carrying out his/her duties.

6.3.2 Recommendation two

ISSUE: the research found that the staffing according to the South African Schools Act, 84 of 1996 is the responsibility of the principal and members of the school governing body. The study found that there will be challenges in some schools as the stake holders differed on the final choice of suitable candidate to be appointed. This challenge was found to be prevalent in the schools whose members of governing body lacked human resource skills and knowledge of the school curriculum. The study is of the opinion that the principal has the skills and knowledge to advise the school governing body to recruit the best educators for the school.

SOLUTION: The study recommends that the school governing body should be trained on staffing so that they can select the best educators for the school. The effectiveness and efficiency of manpower depend largely on whether the school has succeeded in recruiting the most capable person for each of the different posts that have to be filled. The school governing body should be trained on guidelines for recruitment. Firstly, they should know that human resource planning and forecasting should precede any recruitment action. Secondly, that comprehensive job analysis is a prerequisite for ensuring that attempts at recruitment are non-discriminatory and thirdly, full job specifications must be written to ensure an accurate match.

When staff needs are known, steps can be taken to recruit potential candidates to fill the posts. The school governing body should consider educators who are already working in the school. The internal source consists of people who are in education and connected to a certain school, as well as recommendations by staff members of school or by people who are known to the principal. Recruiting internally has its advantages, the advantages are on cost savings and that there will be fewer orientation and training problems. Assessment of the candidate is facilitated because information about the applicant's abilities, job performance and potential has been collected over the period of his/her term of service and by means of the development appraisal programme. Internal recruitment instills deeper loyalty and encourages staff to work harder for potential promotion.

The school governing body should be trained on the shortcomings of internal recruitment. The school may stagnate because current personnel may tend to think in the same way as their predecessors did. The potential educator from within may lack the capacity to bring educational changes. Internal recruitment may limit the diversity required and the inflow of new ideas, knowledge and approaches, whereas there is a need for constant variation in the skills, qualities and viewpoints. Internal recruitment can, particularly where promotion posts are concerned, lead to interpersonal competition among colleagues, which has adverse effect on their cooperation in the interest of the school. Internal recruitment can affect the school adversely if staffs of a lower quality are promoted from within, while potentially better candidates are ignored. This situation can impact negatively on the role of the principal in executing his/her duties.

External sources are generally used when it is customary for vacancies, particularly those on the level of first appointment to be filled from outside the school. The recruitment on the level of first appointment requirements are as follows:

- Tertiary training institutions;
- Application forms on record;
- Already qualified educators who are not employed in the profession; and
- Educators employed at other schools.

The selection entails the choice, from a pool of candidates, of the most suitable candidate who according to the selection panel, best meet the given job requirements. The school governing body should understand that the selection process is an attempt to appoint the best possible candidate in vacant post and to ensure that the school will have a productive member staff.

The selection process consists of the following steps:

Step 1: The SGB should be trained to identify general and specific criteria that apply to the post. The characteristics and qualifications with which candidates should comply are identical and defined as a criterion.

Step 2: Gather information about the candidate. Information can be collected from the application forms, references, recommendations and the curriculum vitae. These documents should be carefully studied so as to determine whether candidates meet the requirements.

Step 3: Apply combinations of selection techniques. Those candidates who have best met the selection criteria and requirements are involved in this phase. The selection interview, for example, is designed to supplement missing information, to get to know more about the candidate against the selection criteria.

Step 4: Evaluate information and assess applicants. The total information package of each candidate is analysed. Profiles of the candidates and assessment reports are measured against the post requirements. Each member of the selection committee should assess the candidates independently and place them in an order of preference. The interview questions should include amongst the others, general questions, probing questions, challenging, competence, projection and supplementary questions.

Step 5: Take a selection decision which is based on the outcomes of the interview analysis sheet. Members of the interview panel should not influence each other.

Step 6: Offer of appointment. The written offer of appointment by the Department of Education completes the selection process.

The employing education department must make the final decision, subject to satisfying itself that agreed upon procedures were followed and that the decision is in compliance with the Employment of Educators Act (No.76 of 1998) and other directives from the Education Labour Relation Council. It is important that the school governing body and the principal ensure that accurate records are kept of proceedings pertaining to interviews, decisions which have been taken, and motivations as to why such decisions were taken in relation to the appointment of the successful candidates.

It is essential that the principal and governing bodies are trained on providing orientation programme for educators. Staff orientation is a continuous process that begins when an educator accepts appointment to a post. The effective induction programme should be well planned and effectively implemented. It should serve as a systematic and gradual integration of the new educator into the school and its activities and aims by means of guidance and support. Every principal is thus expected to try to integrate each new staff member into his own environment as quickly as possible.

This will facilitate a productive contribution as soon as possible. Beginner educators are often not given clear guidelines on what is expected in terms of preparation, presentation and appraisal. Classroom discipline is a critical aspect for educators. Discipline of learners is a serious problem with which educators have to deal with. The induction programme should consider school-community relations. The unique location of the school within a community as well as the special service provided by the school to the community, make the accomplishment of beginner educators essential to ensure that existing relations are improved and not disturbed.

The recommendation of developing a training programme on human resource for principals and members of school governing body could go a long way in encouraging the stakeholders to work together to ensure that the school recruits the best educators for the learners.

6.3.3 Recommendation three

ISSUE: The research found that some school governing members could not formulate policies such as finance policy. As a result of this, the financial planning and setting of outcomes for a school was compromised. Planning and setting outcomes for a school include drawing up a school policy for different management areas and physical facilities of a school. This includes admission policy, language policy, and code of conduct for learners and safety and security policy.

SOLUTION: The study recommends that the Department of Basic Education should train school governing body and principal on policy-making on school finances. A school finance policy will contain guidelines as to how members of the school governing body should exercise their powers and make decisions. A policy also reflects the values that will be taken into account in making financial decisions.

The Department of Basic Education should train members of school governing body and principals to know how policy on education is formulated. The training programme should note the following guidelines when developing the financial policy:

- the Constitution as the supreme laws of the country, national and provincial spheres of government, department rules and regulations and the values of the community;
- care must be taken in deciding and drafting the financial policy as the policy may have long-term consequences. A faulty policy may cause more problems rather than solving a specific problem;
- the financial policy should initially be drawn by a small committee which has consulted all the relevant stakeholders. The draft policy must then be submitted to the stakeholders for discussion and approval, rejection, or changes; and
- and policy document must be drafted in precise and clear language.

There are five steps in drawing up a school finance policy. The first step in formulating a finance policy is to start by determining what the school governing body wants end results to be. The following questions may be asked:

- what is the outcome of this financial policy?
- why is the financial policy necessary?
- what will the financial policy accomplish?

The school governing body should collect all the information it needs regarding the management area of the school's finances. The SGB should develop a tentative outline, discuss alternative courses of action, ask who will be affected by the finance policy, who is finally responsible for the end results, and what impact will be on the

school and community. The school governing body should review the draft policy for ensuring accuracy, brevity and completeness and ascertain who should clear it before taking further action. This could be the relevant official from the department of Education. The SGB should find out what level of authority is required for the final recommendation of the draft policy.

The third step is to release and interpret the finance policy. The SGB should time the release and manner of release by ensuring each educator receives a copy of the approved policy document. The school governing body should determine the person who will administrate the finance policy on a day-to-day running of the school, and who will administrate the deviations from the finance policy.

The fourth step would be to put the finance policy in to effect, and clarify administrative controls. The last step is to keep finance policy up-to-date. The SGB should review, evaluate and report on the results of carrying out the policy. For example, is there any reluctance or resistance in policy implementation, is the implementation taking place, in which area and why? This should lead to remedial action wherever it is needed.

Policy, Procedures and Rules

Policy consists of a series of plans that is general statements or interpretations that guide the thinking of the school governing body when making decisions. Since policy guides decision making, it follows that some discretion must be granted to policy implementers, if this is not granted, the policy would simply have been formulated as rules. Procedures are plans that establish a method for handling future activities of the school, that are receptive by nature, procedures are guides to action, rather than to thinking and they explain the precise manner in which certain activities must be accomplished. Rules spell out exactly what must be done and allow no discretion.

6.4 CONCLUSION

The study investigated the critical perspectives that are impacting on the role of leadership in secondary education. The aim of the research was to identify the critical factors that were impacting negatively to the role of the principal and finding ways and means of addressing them. On the other hand, it was critical that the factors impacted positively on the role of the principal are identified and sustained. Research found that critical factors such as staffing, finance, policy making and analysis, and the operations of some SGB members have impacted negatively on the role of the principals. However, the study found that there was some school governing body that worked collectively with the principals. This impacted positively on the role of the principals. The study has made three recommendations that should be addressed in order to turn the critical perspectives that the role of the principal. There is a scope of further research on this topic. It is a challenging phenomenon which deserves further investigation.

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ANNEXURE A: FINAL RESOURCE ALLOCATION

2010/2013

PART A: DEMOGRAPHIC INFORMATION

District: _____

EMIS number: _____

School Name: _____

Physical 1: Location

Physical 2: Zone/ Extension

Physical 3: Township/Suburb

Physical 4: City

PART B: FEE STATUS AND CALCULATION OF RESOURCE ALLOCATION

Fee Status of the school	No fee
2011 per capital allocation (based on previous year's allocation to school)	R 905
2012 adequate amount (based on national school funding norms	R 960
Total number of learners in the school (excluding grades Pre-Grade R, Grade R and other)	R 1,701
Total allocation for 2012	R 1,632,960

The total allocation is calculated as follows:

If the 2013 National Quintile Adequate Amount is greater than the 2012 per Capita Allocation, then the 2013 National Quintile Adequacy Amount is taken and multiplied by grade 1 – 12 learners in 2013; the 2013 National Quintile Adequacy Amount is less than the 2012 Per Capita Allocation, then the 2012 per capita Allocation is taken and multiplied by Grade 1 – 12 learners in 2013

PART C: RESOURCE ALLOCATION AS PER RTT, SASA SECTION 21 FUNCTIONS ALLOCATED

SASA Section 21 function	Day to day allowance	LTSM (50%)	Services (38%)	Maintenance (12%)	Total allocated
Section 21 function allocated to school		Yes	Yes	Yes	
Amount to be transferred	35,000	867,260	659,118	208,142	1,769.520
Amount to be managed by district	-	-	-	-	-
Total allocated per split	35,000	867,260	659,118	208,142	1,769.520

Source GDE 2010 / 2013

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