

CHAPTER THREE
FACTORS THAT MIGHT AFFECT THE IMPLEMENTATION OF LANGUAGE
PROGRAMMES IN PRIMARY SCHOOLS

3.1 INTRODUCTION

The provision of quality education is at the top of the agendas of educational policy makers, and improving the quality of teaching and learning is probably the most important task facing both the national and provincial Departments of Education in South Africa. This third chapter seeks to examine several factors that might impact on the general implementation of READ Educational Trust's training programmes. The factors are discussed with a view to demonstrating how they fit into or affect the rolling out of READ's intervention programmes in primary schools. An attempt will also be made to demonstrate how these factors relate to the research problem and the research questions. This chapter is also geared towards examining the influence of these factors on READ's general mode of operation and on educators who are implementing its training programmes at school level. Basically, these factors are divided into three categories, namely organizational factors and school factors, human and motivational factors, as well as the effects of rewards on human beings.

This chapter aims to demonstrate how some factors at institutional level might affect the general implementation of language programmes offered by organizations such as READ Educational Trust. The first section deals with organizational factors.

3.2 ORGANIZATIONAL FACTORS

Every organization has a purpose and is made up of people who are grouped in some fashion. In other words, all organizations develop a systematic structure that defines the behaviour of its members. In turn, people must make decisions to establish the purpose and to perform a variety of activities to make the organizational goals a reality. It is, therefore, necessary to take a comprehensive view of student learning that takes into account the many internal and external influences on achievement, that is, to determine why some learners succeed academically while other do not (Banks & Banks, 1997:387-

388). It is also worth mentioning that organizational factors that are inherent in any organization can impact either positively or negatively on the attainment of the goals (Robbins & Decenzo, 2001:3).

These factors can contribute to organizational effectiveness and sustainability (Armstrong, 1996:223). Evidently, the overall managerial factors that create organizational effectiveness are:

- Organizational culture or a value system upheld throughout the organization that emphasizes performance, quality and the responsibilities of the organization to its stakeholders;
- Strong visionary leadership from the top;
- The strategic capability at senior management level to develop long-range plans for the accomplishment of the organization's mission within the framework of its core values; and
- A thrust led by the top management, but pervading the organization, to achieve world class levels of performance by processes of benchmarking, continuous improvement and, as necessary, re-engineering the business.

Nevertheless, there is no 'recipe' that can generate enhanced educational quality in all settings, in all contexts and at all times as the educational world is too complex. Moreover, the knowledge base concerning the generation of quality is still in its early stages of development (Ribins & Burrige, 1994:3). The concept of quality per se is not static, since not only does agreement about what 'quality' is change over time, but it also often depends on the individual values of those who undertake the role of quality assessors.

Armstrong (1996:226) proposes that organizational factors that make a significant contribution to organizational effectiveness and sustainability relate to the development of a well-motivated workforce, a stable and cooperative relationship with employees, an overall quality of a working life strategy and a powerful management team that is geared towards achieving the above purpose. Educational specialists must start realizing that 'education' is not just an assembly-line process of mechanically increasing inputs and raising productivity.

Following is a discussion of organizational culture and an illustration of how it affects organizational effectiveness, as well as its effect on the implementation of READ Educational Trust's training programmes in primary schools.

3.2.1 The Organizational Culture of the School

Organizational culture is the pattern of shared beliefs, attitudes, assumptions, norms and values in an organization that may not have been articulated and, in the absence of direct instructions, shapes the way people act and interact and strongly influences the way in which things are done (Armstrong, 1996:209). This definition emphasizes that organizational culture refers to a number of abstractions (beliefs, norms, attitudes, etc.) that pervade the organization although they may not have been defined in specific terms. Nieman and Monyai (2006:23), in support of this view, postulate that culture defines a person's view of the world, his value system and what he/she regards as proper behaviour in a society.

Nevertheless, those abstractions can significantly influence people's behaviour. Armstrong (1996:209) further defines organizational culture as the pattern of basic assumptions that a given group has invented, discovered or developed to cope with its problems of external adaptation and internal integration, and that have worked well enough to be considered valid, and, therefore, to be taught to new members as the correct way to perceive, think and feel in relation to those problems. From the given definition of the concept of culture, it appears that it is a key component in the achievement of organizational missions and strategies, the improvement of organizational effectiveness, and the management of change. The significance of culture is cited because it is rooted in deeply held beliefs. It reflects what has worked in the past, being composed of responses that have been accepted because they have proven to be successful (Armstrong, 1996:210).

Organizational culture is perceived by Lemmer and Badenhorst (1997:197) as something that is socially constructed, learnt, shared and dynamic. They further postulate that the culture of any organization shapes perceptions and behaviour, and influences the people's identity and personality. To a large extent, it thus makes people what they are. Therefore, the entire process of education, learning as well as teaching, is influenced and shaped by culture, but in turn culture is transmitted and preserved by education.

Seemingly, there is a mutual relationship between culture and the provision of education (Lemmer & Badenhorst, 1997:197). In view of the above definitions, one would perceive organizational culture as the system of shared actions, values and beliefs that develops within an organization and guides the behaviour of its members. In the light of the above, one would argue that the culture of the school actually determines the quality of all the activities in that particular institution. Experience has shown us that schools with strong positive cultures rate high in educational achievement (Lemmer & Badenhorst, 1997:197).

Culture can work for an organization by creating an environment that is conducive to performance improvement and the management of change. Unfortunately, the same organizational culture can work against an organization by erecting barriers that prevent the attainment of organizational goals. These barriers include resistance to change and lack of commitment. There is therefore no doubt that the culture that is prevalent at READ can also impact either positively or negatively on issues such as trainer effectiveness and efficiency as well as the overall impact of READ's training programmes on both the educators and Grade 4 learners' writing competencies. In a similar vein, the culture that is prevalent in READ Educational Trust's project schools may accelerate or derail the implementation of training programmes.

Armstrong (1996:210) goes on to say that the impact of culture can include conveying a sense of identity and purpose to members of the organization, facilitating the generation of commitment and mutuality, and shaping behaviour by providing guidance on what is expected. Strong cultures can create predictable orderliness and consistency without the need for written documentation. Therefore, the stronger an organizational culture, the less managers need to be concerned about developing formal rules and regulations. Instead, those guidelines will be internalized in employees when they accept the organization's culture and vice versa (Robbins & Decenzo, 2001:175). Generally, issues such as negativity, de-motivation, and unhealthy competition between employees, conflict and resistance to change can be attributed to organizational culture. It is therefore imperative for management teams to ensure that organizations adopt a positive, moral culture that will eventually lead to the development of a tranquil organizational environment that supports and amplifies values upheld in that organization's culture.

Blandford (2000:196) also shares this viewpoint when purporting that school culture, although intangible, is a constant reminder of the purpose of the institution as a learning organization. He even provides models of organizational culture that indicate how members of organizations communicate, by order, as teams, and according to the values and ethos of the institution. The capacity of managers to value their staff is reflected in the culture. The freedom of individuals to communicate their concerns and their need for the support of colleagues is also an indication of a culture that embraces professional development.

In most cases, schools encompass elements of each of these descriptions of different organizational cultures. In practice, it is the sharing of beliefs, values and visions that provides the harmony whereby dissonance and resonance can be appreciated in equal measure as part of the everyday existence of the complex organization that is the modern school. Furthermore, organizational culture has become a fashionable concept worldwide. In teaching circles, many educational specialists are realizing that organizational culture actually determines the successful realization of the broader concept of education (Van der Westhuizen, 1996:90). Any school with a strong culture will undoubtedly have values that enhance the academic achievement of the pupils and staff development.

It is for this reason that organizations such as READ Educational Trust emphasize the importance of creating a positive organizational culture in schools. The role of the School Management Team (SMT) and the School Governing Body (SGB) are vital in the development of a tranquil organizational culture as:

- More schools are moving towards Section 21 status in which the SMT and the SGB have a greater role to play;
- Educators need support in managing the new curriculum for which they are often ill-equipped and under-trained; and
- The transition of schools to self-managed learning organizations tests the resources of the school manager who needs the support of the SMT and the SGB to run the school.

A wide range of courses that can be made available to school principals, and SMTs and SGBs have already been developed and implemented. The main idea was to support them

in the development of a positive organizational culture as an important aspect of whole school development. In addition to this, a team of school development trainers has been trained and mentored and is delivering the kind of support SMTs and SGBs need in order to effect whole school development which is necessary for the implementation of language programmes.

Moreover, school managers have been empowered with the skills to manage their schools effectively and efficiently, this training is in accordance with the requirements of the South African Schools Act, 1996. These courses have already been delivered and monitored and feedback indicates that school managers found the training relevant and helpful in aiding them to implement READ's training programmes in their respective schools.

All these concerted efforts contribute to the creation of a culture of effective teaching and learning in primary schools. The culture of every organization, be it superb or poor, has an impact on the quality of teaching and learning in that particular educational institution. Lemmer and Badenhorst (1997:345) summarize the importance of organizational culture when suggesting that the organizational culture of a particular school is actually based on the beliefs and assumptions of the principal and staff that will be expressed in their teaching practice. Clearly, the culture of the school is one dimension of the organization's environment which contributes to the educators' and learners' experiences.

In the light of the above definitions of organizational culture, one can conclude that it is the framework through which we understand and interpret the world around us, in that it provides the context for a group of people to understand and interpret the world around them. According to Decapua and Wintergerst (2004:9), culture is a very broad concept for which there is no single, simple definition or central theory. Decapua and Wintergerst (2004:9) further stipulate that the many definitions given to the concept of culture have been strongly influenced by research in the fields of linguistics, anthropology, sociology, psychology, and communication.

The term school culture can thus generally be discussed as a particular dimension of an organization whose integration with other aspects contribute to the uniqueness and excellence of that organization. Therefore, for educators to perform their task efficiently, they should know the background of their learners, be aware of the influence that culture

and social circumstances could have on teaching and learning and be able to design learning experiences with due consideration of the background of their learners (Nieman & Monyai, 2007:24). It is equally important to create a learning environment which encourages learners to acquire the necessary skills, knowledge and attitude to make meaningful participation possible. Only when an educator acknowledges and shows appreciation for the unique culture and language of every child in the class, will the learners also show appreciation for the culture and language of others. In view of the above discussion, one would argue that there is a close relationship between culture and language.

Coupled with this, one would say that the purpose of every organization is to provide customers with quality products and services. To accomplish this purpose, the organization requires people, structure, systems, and resources. But more fundamentally, it must establish a proper culture, that is, a set of values and patterns of behaviour that focus on customers, quality and individuals of the organization (Burril & Ledolter, 1999:298). The culture of an organization shapes the organizational structure, the access and the flow of information and other resources, the patterns of behaviour, the reward system and all other aspects of the organization that make it possible to serve the customer (Burril & Ledolter, 1999:298).

The following sub-section deals with the impact of organizational culture on productivity.

3.2.2 The Impact of Organizational Culture on Productivity

It is now evident that the culture of an organization has an impact on the total functioning of its components. Logically, issues such as productivity and measurement of the achievement of organizational goals are determined by the type of culture that prevails in that organization. With increasing competition, often price-based in the commercial sector, has come greater pressure to improve productivity. Demands by investors for better returns on their own investments have also fueled the search for new ways to increase profits by reducing the costs of service delivery. Historically, the service sector has lagged behind the manufacturing sector in productivity improvement, although there are encouraging signs that some service providers are beginning to catch up especially

when an allowance is also made for simultaneous improvements in quality (Lovelock & Wright, 1999:11).

Armstrong (1996:377) further contends that internal and external comparisons through a process of benchmarking will ultimately reveal areas where improvement is required by introducing new technology, improved management, a more flexible approach to resourcing or other means. Evidently, improving productivity does not mean working harder, it is working smarter. Improving productivity simply means getting more out of what is put in. It does not mean increasing production through the addition of resources such as time, money, material or people. Additionally, today's world demands that we do more with less, fewer people, less money, less time, less space and fewer resources (Casio, 1995:15). Therefore, there should be constant gaining of feedback on people's performance to be able to develop their skills if they are to survive and thrive in the fast-changing times of the 21st century.

Productivity is the quantity and quality of work performance with resource utilization taken into consideration. In other words, performance effectiveness can be viewed as an output measure of task or goal achievement.

It is clear that productivity is measured against employment costs in all organizations including service providers. The said employment costs can be grouped together as follows Armstrong (1996:377):

- Remuneration costs;
- Recruitment costs;
- Training costs;
- Relocation costs;
- Loss of production costs;
- Redundancy costs and
- Replacement and training costs.

In all economic systems, people strive to produce the goods and services that are essential to life, and service providers such as READ Educational Trust are no exception. How well, and how much, they produce depends on their skills, creativity, commitment, attitudes, technology, and the quality of those who manage them (Maddux, 1997:7).

Robbins (1997:160) purports that performance can be evaluated through control systems which are further divided into three steps, namely measurement of actual performance, measurement of actual performance against company standards and taking managerial action to correct deviations or inadequate standards.

Control is the process of monitoring activities to ensure that they are being accomplished as planned and of correcting any significant deviations. Managers would not really know whether their units are performing properly until they have evaluated what activities have been done and have even compared the actual performance with the desired standard. This is in line with the underlying objective of this study, namely the assessment of the impact of READ Educational Trust's language programmes on Grade 4 learners' writing competencies with a view to correct deviations and revise strategies used in programme development. A business without productivity objectives has no direction and without productivity measurement no control is possible (Kroon, 1995:207). It is therefore necessary for all organizations to measure and evaluate productivity at all hierarchical levels in order to survive and grow in the long run (Kroon, 1995:208).

Although the measurement of productivity does not provide a solution to the entire productivity problem, a well-planned and developed measurement system could draw management's attention to problem areas such as those that are caused by organizational culture, leadership, etc. It is indeed management's ability to implement a measurement instrument, to analyze the results, and to come up with solutions that give the organization a competitive advantage. To be effective in this changing world, managers need to adapt to cultures, systems, and techniques that are different from their own which can be quite problematic (Robbins & Decenzo, 2001:148).

The fact that service providers involve knowledge workers or trainers in the implementation of their training programmes also complicates productivity problems. Robbins and Decenzo (2001:48), maintain that knowledge workers are right at the cutting edge of the economic wave and that they should be paid huge amounts of money for their services which is also a drawback on the part of organizations such as READ Educational Trust. Certainly, such a culture might even have far-reaching consequences in the sense that the cost of training becomes prohibitive to organizations such as READ.

Another worrying cultural factor is a parochialistic view which is upheld by most service providers, including READ Educational Trust. Parochialism refers to a narrow focus in which one perceives things from his/her own point of view (Robbins & Decenzo, 2001:52). Very often, managers and employees tend to believe that their business practices and services are simply the best in the whole world, without taking cognizance of the fact that people from other countries and their competitors have different ways of doing things. Parochialism is an ethnocentric view which cannot succeed in a global village. Regrettably, it is the dominant view held by many organizations today. However, organizational success comes from a variety of managerial practices, each of which is derived from a different organizational culture or business environment.

Lastly, it is worth mentioning that the issue of quality in productivity measurement is still very controversial in many service organizations. Some cultures emphasize the quality of services rendered and therefore attach more value to money and material goods. On the other hand, other cultures stress the quality of their services, placing importance on relationships and the expression of sensitivity and concern for the welfare of others. Following is a discussion of the impact of quality assurance on organizational growth.

3.2.3 The Impact of Quality Assurance Processes on Organizational Growth and Sustainability

This section highlights factors that could potentially have important influences on the language programmes in primary schools. It also seeks to present the relevance of ISO 9000 standard as a factor influencing the quality of the work done by READ Educational Trust as a business enterprise.

The word “quality” means different things to different people. In addition, people’s attitudes toward quality differ from country to country, which is shaped by a country’s unique culture, history, and experiences. For instance, Germans think of quality as meeting standards; the French relate it to luxury; the Japanese relate quality to perfection; and the Americans’ idea of quality is that “it works”. In other words, the Americans must experience a certain amount of frustration, anxiety, or discomfort before starting a quality improvement effort (Burril & Ledolter, 1999:17).

According to Burril and Ledolter (1999:16), the new approach to quality is to improve production processes so as to prevent defects. Basically, the key to staying competitive is to do it right the first time, on time, and every time. If the underlying production processes can be improved so that there is very little chance of failing to meet the specifications and the organization can save the cost of inspection and scrap and rework. Consequently, items can be produced more cheaply and the firm can stay competitive. However, the best approach to the improvement of quality is to monitor processes on an ongoing basis. This approach allows management to recognize at once when something has gone wrong and to take immediate corrective action to fix the problem. It is important at this stage to shed some light on the tenets of quality.

Tenets of Quality

- ***Quality is directed at customer satisfaction***

The aim of quality is to give customers the product they want. The challenge is to understand true customer needs and to translate these into products and services that satisfy those needs. It is important for organizations to realize that the consumer is the most important part of the production line. The main focus of organizations should be placed on the needs of the customer if they are to enhance economic growth and sustainability (Burril & Ledolter, 1999:132).

- ***Quality means “meets requirement”***

Quality is simply delivering what was promised. It's arriving on schedule; tasting as it should; being the right color; and weighing the right amount; and performing as it should (Burril & Ledolter, 1999:132). According to Burril and Ledolter (1999:132), a quality product or service is one that meets its requirements.

- ***Quality applies to every product***

Quality applies to all physical products, all information products, and all service products. It applies to products that are supplied to the producing organization, products that are produced and consumed within it, and products that are supplied to outside customers. It is therefore imperative to ensure that effective quality improvement is organizationwide as it applies to all products. In fact, quality cannot be achieved by an isolated functional department because it requires a system approach that links all departments (Burril & Ledolter, 1999:132).



- ***Quality is a profitable investment***

According to this tenet, quality is regarded as an investment, which implies that organizations can invest by putting effective quality assurance mechanisms in place with a view to reaping the benefits in future.
- ***Quality requires changing an organization's culture***

Quality must be part of the organization's basic belief system. This means changing the organization's culture to make quality a basic principle in all operations.
- ***Quality requires top management leadership***

Top management must be supportive of quality improvement efforts if organizational growth is to be enhanced. Quality improvement means reshaping the corporate culture and cannot be delegated to anyone as a function. Therefore, everyone in the organization needs constant reassurance that management is supportive of the effort (Burril & Ledolter, 1999:133).
- ***Quality is everybody's job***

It is necessary to produce quality products in all operations, requirements, design, advertising, marketing, manufacturing, services, billing, personnel, finance and every functional area in order to satisfy customers. This means that each individual is responsible for the quality of his or her work products or services. It is therefore management's responsibility to encourage teams and local units to innovate and find ways to improve quality and productivity. In other words, quality professionals and experts must provide the required education, training, and assistance in all these quality-related efforts (Burril & Ledolter, 1999:133).
- ***Quality equates to "good business practice"***

The organization must excel in the areas of development, manufacturing, sales and service if it is to consistently produce quality products and services. There must be good support from accounting, personnel, building maintenance and information systems in order for the organizations to do all these tasks properly. This means that quality is not a separate issue from the general business practice.



- ***Quality requires a focus on people***

Business is accomplished through people operating systems, but it is also people who build the systems and maintain them. Logically, effective improvement of quality depends entirely on people. It is therefore, imperative for management to ensure that people are committed to the enhancement of quality. At the same time, effective improvement of quality is a matter of having proper systems, procedures, instructions, raw materials, equipment, and training. It takes a constant focus on people and their requirements to build a culture of achievement.

- ***Quality is achieved through process improvement***

All work in any given organization is accomplished through processes. Therefore, the fastest way to improve quality is to improve all the organization's processes, that is, personnel, production, management and marketing processes. However, it the responsibility of management to document, measure and improve processes in order to stabilize and measure their behaviour accordingly. It is also necessary to establish a structure for the management of change. Basically, the role for the quality assurance function is to serve as a catalyst in the improvement effort (Burril & Ledolter, 1999:134).

- ***Quality improvement is forever***

It is vital for top management to understand that quality improvement is a continuous process. They must, therefore be prepared to take a long-term view of quality, without deviating from their direction because of monetary changes in the business cycle or corporate profits. Unfortunately, it is very difficult to gain momentum should the quality improvement cycle be interrupted. Very often, restarting is even worse than starting from scratch because both disappointment and disbelief must be overcome in the process. The basic rule is that once a quality improvement programme has started, an attempt must be made to continue it at a constant pace. For the Japanese, quality improvement is continuous and that is the only attitude to maintain (Burril & Ledolter, 1999:134).

- ***Quality must be a fundamental long-term goal of the organisation***

Quality must be a fundamental goal for every organization. In fact, it should be viewed as a strategy to increase sales, reduce costs, and help to secure jobs for employees. Any organization which follows the principle of "quality first" will get

increased profits in the long run. On the other hand, organizations that pursue the goal of attaining a short-term profit will lose competitiveness in the international market as well as profits in the long run.

3.2.4 International Standards Organization: ISO 9000

The ISO series of standards was developed by the International Standards Organization (ISO) in 1987 in order to provide quality assurance requirements and guidelines for suppliers. These standards are for the processes the supplier uses to produce products, not standards for products. The aim of the series is to satisfy customers' confidence in the quality systems of their suppliers. Similarly, READ Educational Trust is faced with the challenge of ensuring that its language programmes are rated according to international standards such as ISO: 9000. This confidence should, in turn, give customers confidence in the quality of the supplier's products and services (Burril & Ledolter, 1999:39).

Basically, ISO 9000 is a series of management system standards which refers to policies, procedures, controls and other components of a management system. It is vital to distinguish the ISO 9000 series from product technical requirements, such as standards for product performance, product testing, impact on the environment and occupational health and safety. However, ISO 9000 registration is not mandated by the Executive Committee for nonregulated products. However, market forces are driving a move to registration. Actually, most European customers require that a supplier be registered as in compliance with ISO 9000 before they can do any business with them, whether or not the product is regulated. Moreover, individual countries often attach legal requirements to the ISO standards (Burril & Ledolter, 1999:39). The ISO 9000 series consists of the following conformance standards:

- ISO 9001: Quality systems-Model for quality assurance in design/development, production, installation and servicing;
- ISO 9002: Quality systems-Model for quality assurance in production, installation and servicing; and
- ISO 9003: Quality systems-Model for quality assurance in final inspection and test.

ISO 9001 is the most comprehensive of the three standards and it is used when the supplier is obliged to ensure conformance to specified needs throughout the production

cycle. Through the years, however, other standards have been provided for specialized operations. For example, ISO 1400 on standards for Environmental Management was added in 1996. The ISO 9000 series has been adopted by more than 50 countries, including the United States (Burril & Ledolter, 1999:40). The following are some of the reasons companies have to be ISO 9000 certified:

- Customers demand it;
- Customers will treat ISO 9000-registered suppliers preferentially;
- Competitors are achieving registration;
- It's a good approach to improve quality;
- Customers demand quality; this is a good way to show commitment;
- The U.S. is doing it as European divisions are certified;
- Industry is moving that way; and
- ISO 9000 registration is one of the keys to process improvement.

In view of the above discussion, one would argue that the extent to which organizations improve the quality of their processes, products and services, might have an impact on their potential to grow and become highly competitive. It is therefore, imperative for management to apply a holistic view to the whole concept of quality improvement if they are to attain organizational competitiveness, growth and sustainability. In a similar line of thought, schools and service providers such as READ Educational Trust have to adopt current quality assurance mechanisms and approaches if they are to meet the needs of their customers in a very effective way. Finally, one would conclude that the extent to which schools apply quality assurance mechanisms impacts on the general implementation of language programmes as an aspect of language teaching and learning

3.2.5 Constraints on Recruitment and Selection

Service organizations must meet the requirements of social obligation, social responsibility and social responsiveness if they are to be well-recognized within the market place (Robbins & Decenzo, 2001:119). Failure to recruit and select candidates who will be able to pursue organizational goals in a competitive manner, disadvantages such organizations. Robbins and Decenzo (2001:120) define social obligation as the capacity of an organization to adapt to changing societal conditions. Social responsibility views business as a moral agent which adds an ethical imperative or element to those

things that make society better and not to those that could make it worse. The main focus should thus be on the improvement of the quality of teaching and learning when intervention programmes are designed and implemented in schools.

Coupled with this is the significance of customer satisfaction. It is a truism that organizations cannot exist without customers, hence the importance of recruitment and selection practices. Recruitment and selection are conceived as the processes by which organizations solicit, contact, and interest potential appointees and then establish whether it would be appropriate to appoint any of them or not (Sisson, 1995:185). Recruitment and selection of candidates is one of the determinants of whether organizations will succeed in the achievement of their goals or not. Robbins (1997:264) defines recruitment as a process of locating, identifying and attracting capable applicants. The author also presents selection as a prediction exercise that seeks to predict which applicants will be successful if hired. 'Successful' in this case means performing well on the criteria management uses to evaluate personnel.

Recruitment is a crucial process for organizational development. Undoubtedly, the type of trainers who are expected to roll-out the language programmes is determined by the entire recruitment process. Therefore, any constraint in the recruitment process might adversely affect the general implementation of READ's language programmes, which may in turn have an impact on the quality of teaching and learning in primary schools.

A discussion of constraints on recruitment follows.

Affirmative Action

Affirmative Action means providing special encouragement and support for those who experienced discrimination in the past (South African National Department of Education, 1995:74). Not everyone needs or should receive that special assistance. Thus, to achieve equity, it may be necessary to pursue policies that treat different groups of people in somewhat different ways. The following points highlight the crux of Affirmative Action:

- Identify and remove barriers;
- Promote diversity;
- Make reasonable accommodation of designated and non-designated groups;

- Ensure equitable representation of suitably qualified people in all occupational categories and levels; and
- Adopt measures to retain, train and develop employees.

Many service providers or organizations such as READ normally promote existing employees into supervisory positions, which is good because both salary and fringe benefits are usually negotiable (Rebore & Ronald, 1998:81). However, recruiters are very often misled by the many connotations that were very recently attached to the phrase ‘affirmative action’ when recruiting candidates for various positions. Surprisingly, more emphasis is only put on the issue of giving those who were previously disadvantaged a chance in the selection process without considering the demands and responsibilities that are attached to such positions. This often leads to a situation where newly-employed personnel fail to perform according to the expectations and standards set by management.

Affirmative Action has resulted in a trend where the workforce gradually changes. Minorities and women represent a growing share while the white males share is declining (Kossen, 1994:122).

It is imperative to point out that there is a lack of uniformity in the recruitment and selection processes in some companies. Many businesses including service providers such as READ still have a long way to go in ensuring that women, for example, are also appointed to senior positions.

The idea of recruiting competent employees from other companies has even become an acceptable practice, considered perfectly legitimate if no coercion or illegal pressures are brought to bear on a potential employee. Similarly, service providers such as READ Educational Trust are also ethically bound to find the most talented and skilled people available to achieve their set goal. In practice, this requires them to develop good employment conditions, salary levels, and benefits that will attract the best applicants while remaining within the fiscal constraints of their budgets. This remains a challenge for non-profit service providers given the limited number of sponsors they have.

Nevertheless, most service providers have already aligned their recruitment policies with the current South African labour laws. The organizations take cognizance of important labour issues like employment equity when recruiting staff members. Normally, first

preference is given to the previously disadvantaged groups, namely, blacks, women and the disabled. The main idea is to open up job opportunities for those who never had a chance to secure such positions in the past. But there is a lot of controversy surrounding the whole issue of affirmative action. Moreover, there are many implications that came with the concept of Affirmative Action. For example, the implication is that job success and the attainment of organizational goals is the only true measure of how effective the recruitment process has been. This implication is often overlooked and many organizations never evaluate their recruitment procedures through a follow-up study on the success or failure of those who were hired.

It is the responsibility of management to ensure that those who are involved in the process of recruitment and selection are conversant with important issues that need to be considered when recruiting training staff if the implementation of language programmes is to impact on Grade 4 learners' writing competencies.

The following is a discussion of leadership as a factor that might affect the roll-out of language programmes in primary schools.

3.2.6 Leadership

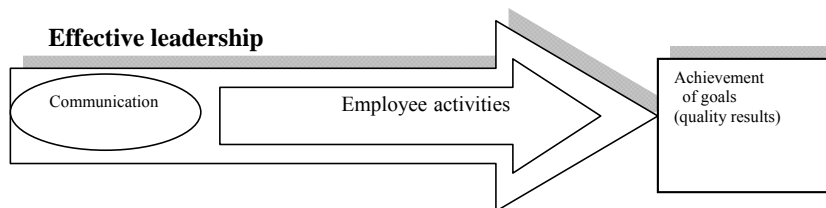
There are different understandings and definitions of the word "leadership". Since about the late fifties, educators, government, military, and business people have eagerly devoured the results of successive factors, analytical, corporate cultural, "transactional" or "interpersonal" studies hoping to find both understanding and procedural knowledge of the elusive phenomenon of leadership. One psychologist notes that four decades of research on leadership have produced a bewildering mass of findings which show that the endless accumulation of empirical data has not produced an integrated understanding of leadership (Howard & Scheiffer, 1995:103). Some scholars even suggest abandoning the term 'leadership' altogether on grounds that the phenomenon of leadership is much too complex and contingent to be encompassed by a single and unambiguous term (Howard & Scheiffer, 1995:103).

Leadership is defined by Ristow and Amos (1999:132) as the process of influencing people to achieve organizational goals willingly. It can also be seen as a personality trait with which a leader creatively stimulates, directs and coordinates group interaction and

co-operation within a particular situation in order to achieve group goals (Bester, 1976, in Kroon, 1995:354). It is also viewed by Van Fleet and Peterson (1994:363), as an influential process directed at shaping the behaviour of others. Seemingly, leadership is a difficult concept to define since many diverse definitions exist. Some people maintain that good leadership is synonymous with popularity, while others describe it as being an aggressive and enthusiastic action. However, the fundamental characteristics of leadership are to bring people to work together effectively as a team, to inspire their loyalty towards the group, and to make a meaningful contribution to the achievement of objectives (Kroon, 1995:133).

Robbins (1996, in Ristow and Amos, 1999:133) supports this view when postulating that a leader is any person capable of persuading other people to strive for certain goals irrespective of his or her position. Howard and Scheiffer (1995:107) support this view, when defining leadership as the process of persuasion where the leader induces a group to take action that is in accordance with his/her purposes or the shared purposes of all. Elements of physical coercion may be involved in some kinds of leadership; and of course there is psychological coercion, however mild and subtle, including peer pressure, in all social action. Figure 3.1 below portrays leadership as the ability to influence people.

Figure 3.1 Effective Leadership



(Adapted from Kossen, 1994:205)

However, Lemmer and Badenhorst (1997:338) have a different view of leadership. According to them, leadership is closely concerned with matters such as power, authority and responsibility. For example, a school principal is charged with the responsibility of running a school. In order to do so, he/she needs to have the authority to make certain decisions. This authority gives the principal the power to act. The difference between the two concepts of power and authority can be explained. Firstly, power means potential

influence. A person has power if he/she can cause others to do what he/she wants them to do. Authority on the other hand, refers to legitimate power and is the socially accepted right of a manager to influence the behaviour of others or even prescribe to them what they should do (Lemmer & Badenhorst, 1997:338). Based on the given definitions of the term “leadership”, one would argue that the job of management is not supervision, but leadership and that the required transformation of Western style of management requires that managers be leaders (Burril & Ledolter, 1999:295). Leadership is the power of individuals to inspire cooperative personal decisions by creating faith in common understanding, faith in the ability of success, faith in the ultimate satisfaction of personal motives, faith in the integrity of objective authority and faith in the superiority of common purpose. The term “leadership” is controversial because of the misconception which prevails in certain educational quarters that leaders are born and cannot be trained. This kind of ideology prompted service providers such as READ Educational Trust to embark on specific training programmes for school managers because educational leadership has its own peculiar requirements.

Training of school managers has been undertaken in the following courses by READ:

- Management of the delivery of the READ curriculum;
- Financial Management;
- School Administration;
- Human Resource Management; and
- Communication and Conflict Management.

Nowadays, organizations are increasingly realizing that, due to the nature of leadership and management, it is leadership, and not management, that is the critical success factor for an organization. Similarly, schools as dynamic organizations need visionary leaders who will succeed in ensuring that they cope with the many challenges of the 21st century. It is also vital for school managers to realize that leadership is an essential ingredient in the make up of the modern, successful organization (Burril & Ledolter, 1999:296).

According to Burril and Ledolter (1999:296-297), effective leaders are characterized by the following qualities:

- The ability to understand the situation, know what needs to be changed and when change is possible;
- Be able to formulate a clear vision and communicate it;
- Be able to “rock the boat” or to challenge traditional beliefs and practices;
- Be an empowering person;
- Be able to build coalitions to support proposed changes and have political skill to cope with conflicting requirements of various groups;
- Place heavy emphasis on intangibles, such as vision, values and motivation;
- Be authentic; and
- Have a burning desire to have a long-range view.

Having highlighted a number of qualities that characterize leaders, it is also important to say that from the viewpoint of organizational effectiveness, people who are both leaders and managers are a valuable resource because it seems to be very difficult to strike a balance between the two functions in many cases. A worrying factor though, is the many challenges that educational leaders are faced with. In order to fulfil other expectations of them, leaders must confront numerous challenges. The success of any leader depends on his/her ability to address those challenges in a way that people will accept them. Although a number of challenges are of interest in a given situation, three of them are relatively constant, namely multiple constituencies, unpopular decisions and diversity. However, the above challenges will not be discussed here. Instead, applications in leadership that might affect the impact of language programmes offered by organizations such as READ Educational Trust are looked into.

3.3 APPLICATIONS IN LEADERSHIP THAT MIGHT AFFECT THE IMPACT OF LANGUAGE PROGRAMMES IN PRIMARY SCHOOLS

Effective leadership, control and organizing as management functions are inseparable. They all involve developing the structure of roles in order to enhance improved performance (Wehrich & Koontz, 1993:318). Leadership requires a good network of decisions and communication centers for coordinating efforts towards group and enterprise goals. To be more effective, an organizational structure must be well-understood, and basic principles must also be put into practice. However, the situation will dictate for a specific system at any given point in time.

A discussion of some functions in leadership that might affect the impact of language programmes in primary schools follows:

(a) Failure to clarify relationships

Failure to clarify relationships can be cited as the reason for friction, office politics, gossip and inefficiency in many organizations. It normally leads to a situation where staff members are not able to co-operate with one another and can therefore not operate as a team. The worst of it is that such employees normally develop a sense of insecurity and mistrust as they tend to engage themselves in the blame game and buck-passing which are aimed at jockeying for positions and favour (Wehrich & Koontz, 1993:81).

(b) Failure to delegate authority

A common complaint in organizations is that managers prefer to make decisions and implement them themselves. But this seems to be problematic as decision-making bottlenecks, excessive referrals of small problems, overburdening of top executives with details, and continual conflict show that failure to delegate authority to the subordinates is a serious matter. In the same vein, inability to delegate duties to staff members also causes problems and confusion in the running of the whole organization. It is no wonder that many managers, especially those at lower levels where there are so many functional authorities, feel frustrated.

However, some scholars believe that employee involvement is still the hallmark of the new management philosophy (Sisson & Storey, 1993: 97). They further argue that participative methods, such as delegation of authority, are increasingly becoming not a 'nice to have' option but a functional necessity, that has given rise to the new knowledge workers and the technological and organizational restructuring which put a high premium on adaptability, spontaneity and commitment.

(c) Confusion of lines of authority with lines of information

Organizational problems can be reduced by opening the correct channels of communication in organizations. Under normal circumstances, lines of information should not follow lines of authority as is the case in most organizations. In other words, relevant information should be readily available to people at all levels of the organization, unless information is confidential.

Weihrich and Koontz (1993:82) contend that information gathering should actually be separated from decision-making, since only the latter requires managerial authority. It is quite unfortunate that organizations often ensure that lines of information are restricted to lines of authority, especially if the only reason for following a chain of command is to preserve the integrity of decision-making authority and the clarity of responsibility. It is always vital to clarify the confusion if organizational effectiveness is to improve.

(d) Granting authority without exacting responsibility

The two concepts, namely ‘authority’ and ‘responsibility’, are closely interrelated and should be viewed as such if managers are to succeed in ensuring that organizations become effective and competitive entities. According to Weihrich and Koontz (1993:320), a significant cause of mismanagement is assignment of authority without holding a person responsible for his/her actions. This might also affect the implementation of language programmes offered by service providers such as READ Educational Trust. It is therefore imperative for management to make sure that staff members understand the relationship between these two concepts.

It is also important for management to grant authority to staff members who are charged with the responsibility of achieving specific outcomes. Managers unconsciously hold subordinates responsible for results they have no authority or power to accomplish, which contributes to organizational ineffectiveness.



(e) Misuse of functional authority

Perhaps even more common and dangerous are the problems of undefined and unrestricted delegation of functional authority (Wehrich & Koontz, 1993:320). It is also common knowledge that managers misuse functional authority in many organizations. For example, subordinates often complain that they are assigned duties that are not even stipulated in their job descriptions. Very often, this exercise leads to difficult situations in organizations. Another contributory factor is the issue of multiple subordinates, where managers are normally tempted to misuse functional authority mainly because of the size of the workforce which may seem to be underutilized. This is a misconception which also needs to be addressed or dealt with to avoid friction, conflict and chaos which often lead to ineffectiveness and the inefficiency of employees in modern organizations.

The recent utilization of consultants as a support service in organizations may also aggravate the problem. Some managers tend to shun their responsibilities, forgetting that the consultants only have an advisory role in those organizations. Wehrich and Koontz (1993:321) maintain that there is an ever-present danger that top managers may become so pre-occupied with the consultants or specialists that they even neglect their own schedules, time and attention needed for dealing with issues that are directly related to organizational goals. The same applies to educators who normally shun their responsibility to ensure effective implementation of language programmes offered by organizations such as READ Educational Trust. This state of affairs necessitates the re-engineering of organizations of the 21st century if they are to survive, given the many challenges and demands that came with the new dispensation.

(f) Failure to plan properly

It is not unusual to find an organization continuing with its traditional structure long after its objectives, plans, and external environment have been altered. For example, a commercial institution may still be stuck to its old functional structure when product groupings and the need for integrated, decentralized profit responsibility demand product divisions (Wehrich & Koontz, 1993:319). In many

instances, organizations do not succeed in attaining effectiveness simply because of their inability to embrace change.

Another discrepancy that results from poor planning is the ability of managers to have a workable strategy of controlling institutional growth and exit modes such as retirement and death. Many small and growing organizations often make the mistake of assuming that experienced employees can grow with the organization, only to find that they leave it for greener pastures. Thus, one can suggest that planning should actually revolve around dealing carefully with an organization's structure, with a view to take advantage of employee strengths and weaknesses.

If language is learned best and easiest when it is presented in a holistic way or a natural context, then integration is a key principle for language development and learning through language. In fact, language development and context become a dual curriculum. For learners, it is a single curriculum focusing on what is being learned. But for the educators there is always a double agenda, namely, to maximize opportunities for pupils to engage in authentic speech and literacy events while they study their community, design a literature review, carry out a scientific study of mice, or develop a sense of fractions and decimals. For example, writing as a skill is also happening in the context of the exploration of the world of things, ideas and experiences (Wilson *et al.*, 1991:1).

To plan for learners to use language for authentic language purposes, educators need to be familiar with the range of language purposes if they are to assist the learners in that area. Thus, service providers such as READ Educational Trust suggest and implement the integrated curriculum as a desirable approach for the planning of language learning. For example, educators are encouraged to involve the learners in projects, experiments, and debates. This approach proves to be beneficial as primary school children use language in a meaningful context. While some learners focus on some current issues in a poster, the other group would be promoting their personal attributes meanwhile some individuals would be experimenting with other language tactics (Wilson *et al.*, 1991:1).

Basically, the integrated curriculum is concerned with learning being both authentic and relevant to the children. Language programmes that are offered by

organizations such as READ are planned in such a way that the contexts for language use are drawn from the children's worlds outside the school's environment and from shared events and investigations initiated in the classroom. To ensure relevancy in the classroom investigations, or integrated learning units, the children are involved in the selection of units and in helping to plan the body of the units. Initially, they are challenged to establish their existing knowledge, and they are invited also to list those things they want to find out. Authenticity in the language programme arises from the activities that are related to real-life situations. Normally, such activities are geared towards finding answers to children's questions, or to write a script that will actually be performed at the school revue or READATHON activities.

An integrated curriculum is one that enables the educators to plan in such a way that learners are able to learn different aspects at the same time, for example science, life orientation, arts and culture, and so on. Language learning cannot happen in a vacuum; it is always context-bound.

Actually, the contexts for language learning may be found in any curriculum area. They may also arise from school routine or social events, or occur in or outside school. All these contexts may be classified as either relating solely to individual children or personal contexts relating to groups of children or 'shared' contexts.

The above-mentioned applications often occur in big organizations such as READ Educational Trust, which ultimately affect the way in which their product is brought to the beneficiaries or the learners at the micro level. It is very important for all organizations to plan properly in order for the enterprise to be able to serve the needs and demands of the market. At the same time, management should be in a position to determine and search for the type of workforce that will best serve an organization in its own circumstances. It is, therefore, important to recruit trainers or employees who will be in a position to implement training programmes according to the company's intention.

3.4 HUMAN FACTORS AND MOTIVATION

Human factors and motivation are inseparable and should therefore be handled as such in any organization. It is the responsibility of management to ensure that personnel work together purposefully towards achieving organizational goals. Similarly, the execution of plans requires that management be able to motivate employees to perform according to its expectations. Likewise, it is also imperative for management to encourage people to perform well which is the most difficult task of management. Evidently, management's effectiveness and leadership remains largely dependent on their ability to motivate, influence and lead subordinates and to communicate well with them (Kroon, 1995:327).

Human or individual characteristics can be defined as interests, attitudes and needs that the individual brings into the work place. The drive to achieve can differ considerably from one individual to the next (Kroon, 1995:344). Motivation is that which causes, channels, and maintains human behaviour. It is an intense psychological process that cannot be observed or measured directly, but can only be assumed from the behaviour of people (Kroon, 1995: 327). Motivation concerns the 'why' of human behaviour and that subordinates must be motivated to reach an acceptable level of performance. It is therefore of crucial importance for management itself to be motivated if other employees are to follow suit. According to Van Fleet and Peterson (1994:387), motivation is a set of processes that determine behavioural choices.

Although the significance of both intrinsic and extrinsic factors for achievement has been widely recognized by many educational specialists, it is still evident that little is known, not only about individual differences in the intensity of extrinsic motivation on the basis of gender, but also about the importance of intrinsic and extrinsic motives and rewards in determining realistic achievement behaviours.

Moreover, research findings indicate that human factors and motivation have a direct impact on organizational effectiveness and growth (Van Fleet & Peterson, 1994:388). It is also obvious that the manner in which management dealt with issues that are related to human factors and motivation at the beginning of the 20th century differs considerably from that of the modern manager. The many challenges of the 21st century, the socio-economic development of communities, together with organizational demands give motivation an entirely different perspective. In the light of this, it is evident that human

factors have an influence on the level of motivation of employees in any work situation. Similarly, the same factors can have either a positive or negative impact on the manner in which language programmes offered by service providers such as READ Educational Trust are implemented in schools.

3.4.1 The Impact of Human Factors on Organizational Effectiveness

Although many early theorists ignored, or at least neglected, the effects of human factors on the level of performance of the workforce, scholars such as Van Vleet and Peterson (1994:339) argue that human factors have an impact on organizational effectiveness. Clearly, the impact of human factors on one's performance is not even debatable given the power of basic needs as highlighted by Maslow (1968) in his hierarchy of needs. A review of the personality literature offers general guidelines that can lead to effective job performance. It can also improve the hiring and transfer of employees because personality characteristics create the parameters for people's behaviour and also provide us with a framework for predicting behaviour in organizations. For instance, individuals who are submissive and conforming might not be able to serve as advertising agents. This view is supported by the Hawthorne studies that originated from the behavioural school of thought. The findings of the Hawthorne studies clearly showed that performance changed in both groups of employees which imply that, if they had been motivated solely by money, they should have produced as much as possible in order to get as much pay as possible (Van Fleet & Peterson, 1994:13). People's attitudes, for instance, shape how they feel about the organization. Conflict may determine how healthy or dysfunctional various interactions between people will prove to be (Van Fleet & Peterson, 1994:339). There is thus a close relationship between human factors and motivation in as far as organizational effectiveness is concerned. Motivation may be the driving force behind the survival of every organization and the same motivation determines the effectiveness of the organization.

Coupled with that, it is important to point out that the issue of human factors brings the concept of individuality in organizations. Van Fleet and Peterson (1994:340), purport that individual differences are personal attributes that vary from one person to another. These make it difficult to address the issue of human factors in organizations because of their complexity as they are generally regarded as specific differences that characterize a given individual, whether good or bad. It is even suggested that that a number of aspects

such as working conditions and leadership be brought into the picture when dealing with such issues.

The next section deals with some of the human factors that might affect the implementation of language programmes in primary schools.

(a) Personality and work

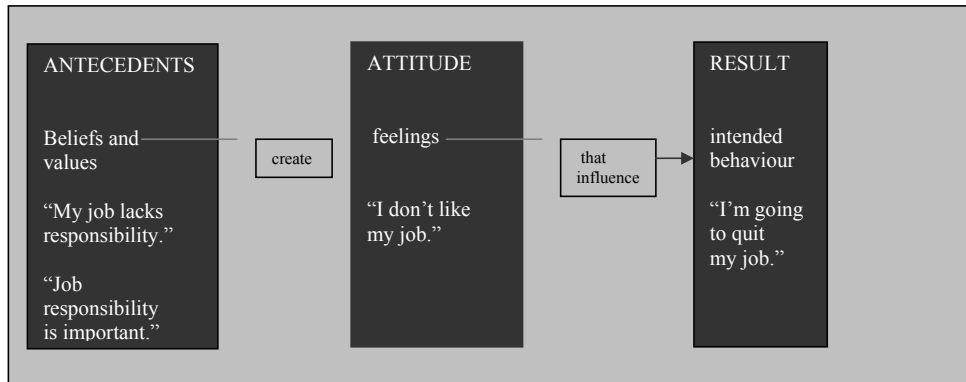
Van Fleet and Peterson (1994:341) define personality as a relatively stable set of psychological and behavioural attributes that distinguish one person from the other. It is very important to understand basic personality attributes because they affect people's behaviour in organizational situations and their perceptions of and attitudes towards language programmes. The concept of personality is also not easy to deal with because it is often formed when people become members of organizations. However, a person's personality can also change as a result of the organizational experiences to which he/she is exposed. For example, if a manager is subjected to prolonged periods of stress or conflict at work, he/she may become more withdrawn, anxious and irritable. On a more positive note, continued success and accomplishment at work may cause an individual to become more self-confident and out-going (Van Fleet & Peterson, 1994:341).

However, it is important for managers to realize that very little can be done to change the basic personalities of their subordinates' work behaviour and performance. It goes without saying that personality attributes, such as locus of control, will have an impact on people's behaviour and performance in organizations, where people with an internal locus of control believe that success is the result of hard work, whereas those with an external locus of control think that forces beyond their control dictate what happens to them (Van Fleet & Peterson, 1994: 342).

Another important aspect of individuals in organizations is their attitudes. Attitudes are a set of beliefs and feelings that individuals have about specific ideas, situations, or other people (Van Fleet & Peterson, 1994:344). Attitudes are important because they are the mechanisms through which most people express their feelings. Unlike personality attributes, attitudes can change. These make them easier to deal with

regardless of their complex and intangible nature. For example, attitude change can occur when the object of the attitude becomes less important or relevant to the person. Work-related attitudes are illustrated in Figure 3.2.

Figure 3.2 A work-related example of the three components of attitudes



(Adapted from Osborn *et al.*, 2000:27)

In addition to these attitudes, work-related attitudes such as job satisfaction or dissatisfaction and organizational commitment are also prevalent in schools. Some work-related attitudes are specifically critical to the enhancement of effective teaching and learning, which is, actually, the reason why schools exist as community enterprises. In fact, teaching and learning are core functions of the school as an organization.

It is also public knowledge that organizations are comprised of a collection of individuals who are operating at different levels. It is therefore imperative for organizational leaders to apply a holistic approach whenever they have to deal with issues such as personality attributes, attitudes and psychological contracts in schools, which bring a unique set of contributions to the organization. It is therefore imperative to shed some light on the concept of the psychological contract as a factor that might affect the implementation of language programmes offered by organizations such as READ Educational Trust. For the purpose of this study, psychological contract can be presented as a set of expectations held by the implementers of language programmes about what they would contribute to the development of a culture of language teaching and learning at their respective

schools. The psychological contract may cause problems especially when individuals make a variety of contributions to the same organization, i.e. in terms of effort, skills, ability, time, loyalty and so forth, and in return for these contributions, the organization does not provide them with some inducements such as a living wage, promotion opportunities, etc. (Van Fleet & Peterson, 1994: 339).

The bottom line is that, just as the contribution from the individual must satisfy the needs of the organization, the inducement offered by the organization must also serve the needs of the individual. In a similar vein, should either party detect an imbalance in the contract, it may initiate a change. For example, the individual may request a pay rise or promotion, decrease his/her efforts, or look for a better job elsewhere. On the other hand, the organization can also initiate change by requesting that the individual improve skills through training, transfer the person to another job, or terminate the person's employment altogether.

Basically, organizations such as READ Educational Trust are faced with the challenge of meeting psychological contracts if they are to succeed in the attainment of their goals. Otherwise, many ambitious trainers would use the organization as the stepping stone, to reach "greener pastures".

(b) Ideological Differences and Work

Worldwide, the impact of ideological groupings in schools has been the source of much concern. These ideological formations are the result of educator unions that were allowed by the South African constitution. The 1996 Constitution, especially the Bill of Rights, highlights the importance of human rights. The implications of the fundamental rights on the provision of the education and training system are not yet generally well understood, yet personal rights and freedoms belong to all citizens and bind all government departments and educational institutions operating under the law (South African National Department of Education, 1995:45).

The relationship between the state and the organized teaching profession under the previous dispensation was been governed by statutes and common law which stipulate the conditions of service, salary determinations, and grievance and disciplinary procedures. The major weakness of this system was that they do not

provide a framework for a workable system of collective bargaining and dispute resolution (ANC Education Department, 1995:60). In fact, until the passing of the Education Industrial Relations Act (1993), educators were expressly excluded from industrial relations legislation which provides such a framework.

The absence of a sound collective bargaining framework and dispute resolution mechanisms, and the dawn of a new era contributed to the establishment of many ideological groups in schools. In addition to that, the passing of the Education Labour Relations Act, which came into effect on 1 March 2004, also exacerbated the situation in South African schools (ANC Education Department, 1995:60). The above Act clearly stipulates that organizations representing the teaching profession have the right to free association and to strike. According to this Act, clearly defined principles should inform the development of an industrial relations framework, namely the right to freedom of association by the educators, including the organization of unions and the right to collective action by the educators, including the right to strike. This is also in line with Maslow's hierarchy of needs, namely belonging needs as indicated above in Section 3.4.2.

Unfortunately, 'multi-unionism' causes many problems in the South African education system. During school monitoring visits, the researcher came to realize that these ideological formations affect the smooth running of schools in many different ways. Therefore, the said ideological formations also impact on the extent to which intervention programmes provided by organizations such as READ are implemented. In some cases, ideological formations adversely affect the provision of quality education in schools. It is also worth stressing that the ultimate goal of this investigation is to determine whether service providers such as READ Educational Trust make an impact on language teaching and learning in primary schools. The restoration of the culture of teaching and learning involves the creation of a culture of accountability. This means the development of a common purpose or mission amongst learners, educators, school managers and governing bodies, with clear, mutually agreed and understood responsibilities, and lines of cooperation and accountability (South African National Department of Education, 1995:22). It is quite necessary at this stage to shed some light on a number of ways in which these ideological formations might impact on the implementation of language programmes in primary schools.

(c) Ideological Differences and Divisions in Schools

Ideological formations can cause divisions in schools as educators belong to different teacher unions. These formations normally cause what is commonly known as inter-union conflict. Unfortunately, inter-union conflict also takes a number of different forms. For example, it can take the form of a 'recognition dispute' which is a dispute over which union should have the right to represent a group of educators in a particular school. Such disputes frequently occur in newly unionized schools. Alternatively, disputes may arise when a union attempts to recruit educators who are already members of another union. Again, it can take the form of a 'demarcation' dispute, which is a dispute over which group of educators should be permitted to undertake a particular task (Jackson, 1988:43).

Divisions of this kind can create a number of problems for school managers. For example, demarcation disputes (or agreements) may mean that the school governing body (SGB) has to accept a form of work organization that differs from their ideal. The fact that multi-unionism may cause certain problems for managerial control should not be accepted as the sole basis for criticism of this aspect. It is unfortunate that the divisions also affect the way in which intervention programmes offered by organizations such as READ are received in schools. At one stage, the researcher found herself in a very difficult situation at one project school where the majority of staff members are staunch members of a vigilant teacher union. The problem was that the vigilant group felt that the implementation of READ's language programmes was supposed to be undertaken by those who belong to the other teacher union. Unfortunately, that kind of a proposal could not work well as the other group was very small. The worst part of it was that it affects the smooth running of the school and the realization of the general aim of education, namely the enhancement of effective teaching and learning in schools.

The next section deals with ideological differences and human relations.

(d) Ideological Differences and Human Relations

One of the most important findings of the Hawthorne studies was the critical role played by ideological formations in the school environment (Jackson, 1988:171).

Although the different groups can help create a climate which frustrates the aims of management, it can also cause serious friction, squabbles, physical fights, or even death. This normally results from organizational conflict.

In some schools, it is very difficult to roll out the language programmes because staff members do not even talk to each other. As a result, the whole monitoring system became a nightmare, as the READ trainers and mentors were expected to give support to educators who could hardly communicate with their colleagues or the school principal. Even more worrying is the fact that school managers are charged with the responsibility of overseeing the general implementation of language programmes offered by service providers such as READ. A discussion of ideological differences and absenteeism is presented in the next section.

(e) Ideological Differences and Absenteeism

Membership of a teacher union involves certain actors (educators), certain contexts (schools), an ideology which binds the industrial action system together, and a body of rules created to govern the educators at their place of work. The creation of rules is seen to be the central aim of the industrial action system and all members are expected to conform to the rules as already mentioned. On the other hand, the need to conform to the rules actually leads to a high level of absenteeism as the educators normally raise their concerns through manifestations of industrial conflict such as strikes, go-slows, mass demonstrations, and so on. As a result, the quality of teaching and learning is adversely affected. This is problematic when it comes to the implementation of language programmes of organizations such as READ because certain areas of the curriculum need to be covered within the set time frames. This normally makes it difficult for trainers from organizations such as READ to work within the set time frames as educators go on strike. This meant that the time line originally set for the general implementation of READ's language programme had to be changed, which had further implications for the process of language teaching and learning. Certainly, the high level of absenteeism, which can be attributed to ideological formations, were cause for major concern throughout the implementation of language programmes offered by service providers such as READ Educational Trust in Limpopo.

Finally, it is imperative to point out that the ideological formations have some benefits for educators as indicated in the Education Industrial Relations Act, 1993. Regrettably, the abuse of the privilege of being a full member of a teacher union is also a matter of national or even international concern. It is therefore necessary to review the current policy with a view to putting envisaged policies in place if the general aim of education is to be better achieved in South Africa.

(f) Perceptions and work

Perception is the process by which people select, organize, interpret, retrieve and respond to information from the world around them (Osborn *et al.*, 1997:84). One of the basic tenets of human behaviour is that people act on their perceptions, not on reality. Unfortunately, perceptions are often distorted by a number of forces acting on them, which normally lead to the misrepresentation of events and activities in people's daily lives.

Robbins (1997:361) defines perception as a process by which individuals organize and interpret their sensory impressions in order to give meaning to their environment. However, as we have noted, what one perceives can be substantially different from reality. A good example is a situation where all employees in a company view it as a great place to work, which is very rare. The context in which people view things is very important. Another important point to remember is the fact that the individual's perception of the object about which the attitude is formed is an important element of that attitude (Van Fleet and Peterson, 1994: 345).

Kroon (1995:526) also contends that the quality and accuracy of a person's perceptions influences the quality of his/her decisions and actions. Basically, people react to a situation in terms of their perceptions. Since perception plays a vital role in workplace behaviours managers need to have a general understanding of basic perceptual processes. The problem is even aggravated by two basic perceptual processes, namely selective perception and stereotyping. However, the two concepts will not be discussed at length as they are not the focus of this study. Of significance to this investigation are language educators' perceptions of READ's language programmes in terms of language teaching and learning as well as the programmes's impact on Grade 4 learners' writing competencies. This aspect was

evaluated by means of a questionnaire where Grade 4 language educators revealed their perceptions of READ's intervention programmes.

Against this background, one would say that management needs to be aware of general perceptual disorders and their impact on the smooth running of schools as learning organizations. Moreover, school managers must always remember that perceptions influence one's observation of certain events and people as well as his/her reactions. School managers should relate the whole issue to their own work situation as the perceptual meaning of the same situation differs from one person to the other (Kroon, 1995:527).

(g) Stress and work

Excessive stress adversely contributes to lower levels of productivity and organizational ineffectiveness. It results from change and increasing organizational conflict (Kroon, 1995:403). Chapman (2006:1) supports this view when purporting that stress in the workplace reduces productivity, increases management pressures, and makes people ill in many ways. Workplace stress affects performance, memory, concentration and learning. In the UK, over 13 million working days are lost every year because of stress (Chapman, 2006:1). In fact, stress is believed to trigger 70% of visits to doctors, and 85% of serious illnesses (Chapman, 2006:1). He further stipulates that stress at work provides a serious risk of litigation for all employers and organizations, carrying significant liabilities for damages, bad publicity and loss of reputation.

In addition to that, the complexity of the managerial role and its daily demands also serves as breeding ground for the stress syndrome. According to Kroon (1995:403), stress is a dynamic state of adaptation when it reacts to unexpected, challenging and new circumstances. Constructive coping strategies can stimulate productivity while destructive coping mechanisms can decrease productivity and contribute to the dysfunctionality of the organization. Experience also shows us that stress tends to be higher where the organization undergoes a crisis, such as the retrenchment of personnel.

Stress is caused by a source (stressor) that is part of the work environment, either external or within the person. Stressors within the working environment refer to the demands of the managerial positions, role dynamics, interpersonal relationships, and career advancements including economical and political events beyond the control of the manager (Kroon, 1995:404). Stress within an individual refers to his/her personality in general and more specifically to his/her abilities, values, feelings, perceptions, skills and interpersonal relationships. The following are causes of stress at work:

- Bullying or harassment, by anyone, not necessarily a person's manager;
 - Feeling powerless and uninvolved in determining one's own responsibilities;
 - Continuous and unreasonable performance demands;
 - Lack of effective communication and conflict resolution;
 - Lack of job security;
 - Long working hours;
 - Excessive time away from home and family;
 - Office politics and conflict among staff; and
 - A feeling that one's reward is not commensurate with one's responsibility.
- (Chapman, 2006:6).

The negative impact of stress on organizational effectiveness and growth is quite evident. Van Fleet and Peterson (1994:339) maintain that stress follows a cycle referred to as the General Adaptation Syndrome or GAS. According to this syndrome, when the individual encounters a stressor, the General Adaptation Syndrome as the first stage becomes part of the process. Then, the individual may feel panic, may wonder how to cope, and may feel helpless. Suppose, for instance, that a manager is told to prepare a detailed evaluation of a plan in order to persuade his clients to buy in. His/her first reaction may be, "How can I ever get this done by tomorrow?" This is, of course, an intense stressor.

It is thus clear that stress manifests itself in a number of ways in organizations. According to Kroon (1995:405), work stress occurs when the manager experiences his work situation and tasks in a negative way, feels out of control in the execution of his activities, and does not accept responsibility for the work performance of others. Kroon further stipulates that role stress has mainly to do with the social

roles a manager plays such as being a parent figure who gives punishment and reward. On the other hand, life stress refers to a manager's reaction to normal life events, for example the death of a spouse, expecting a child, etc. All these types of stress have a negative impact on the level of productivity of an individual in a working environment. However, it is imperative for management to come up with a workable strategy to handle stress. Aspects such as organizational development and managerial training and development can facilitate the effective handling of stress (Kroon, 1995:406). Based on the preceding discussion, one would conclude that stress might also affect the general implementation of training programmes offered by organizations such as READ Educational Trust. There are also clearly economic and financial reasons for organizations to manage and reduce stress at work (Chapman, 2006:1). For example, dealing with stress-related claims also consumes vast amounts of management time and therefore affects the manner in which they perform their management functions.

A discussion of the effects of rewards on the impact of language programmes offered by service providers such as READ Educational Trust follows.

3.4.2 The Impact of Rewards on the Implementation of Language Programmes in Primary Schools

Armstrong (1996:577) defines reward management as an activity that is geared towards designing, implementing and maintaining pay processes or philosophy systems that are aimed at the improvement of organizational performance. He further stipulates that reward processes are based on reward strategies, guiding principles, practices, structures and procedures that are devised and managed to provide appropriate levels of pay benefits and other forms of rewards.

The main purpose for establishing a workable reward strategy and policy is to attract and retain qualified employees who will provide the type of service expected by the organization as well as the general public (Rebore & Ronald, 1998:21). Rewards cause both satisfaction and performance (Osborn, *et al.*, 2000:120). The use of rewards as a tool to attain organizational effectiveness and efficiency is also supported by psychologists who posit that satisfaction of needs is a motivation behind many actions (Rebore & Ronald, 1998:21).

People act in ways that they perceive to be in their own best interests. This could be directly linked to an ‘expectancy’ model, as defined by Rebores and Ronald (1998:21). According to this model, people work hard with the intention of getting more money, a promotion, recognition and acceptance.

It has also become a truism that individuals have different needs and goals in life. Ristow and Amos (1999:121) state that a manager requires sound insight into abilities, skills, perceptions, attitudes, and personalities in attempting to motivate employees. Failure will lead to difficulty in developing a motivated work force in any organization. In essence, the success or failure of any organization depends largely on management’s ability to adopt a good reward system. Ristow and Amos (1999:122) further state that a manager needs to understand why people work and must be able to create the conditions under which they work productively.

People join organizations so that certain of their needs are met and they will remain effective members of an organization for as long as these needs are being satisfied. The rewards sought, though not only material (wages, salaries and fringe benefits) but also spiritual (self-development, self-actualization, a sense of achievement and social belongingness) should be taken heed of, if organizations of the 21st century are to grow and survive. Robbins (1998, in Ristow and Amos, 1999:122) purport that motivation is the willingness to exert high levels of effort towards organizational goals, conditioned by effort and ability to satisfy some individual need. Possibly, this willingness is triggered by rewards and incentives offered by the management team.

Section 21 Companies, such as READ Educational Trust, use incentives to encourage both the educators and the learners who are involved in the implementation of their language programmes. For instance, educators receive a variety of rewards such as pens, t-shirts, caps, stationery kits, durable leather files, etc. The incentives for learners include coffee mugs, pens, book files, and t-shirts. Educators also award stars to outstanding performers in the area of languages. The provision of incentives has proven to uplift the morale of those involved in the implementation of language programmes offered by organizations such as READ.

Obviously, language programmes offered by service providers such as READ create a socially acceptable way for the learners to learn basic language skills. As a result, the

quality of teaching and learning in general will improve. This broader aim is high on the agenda of the national Department of Education in South Africa, as well as throughout Africa.

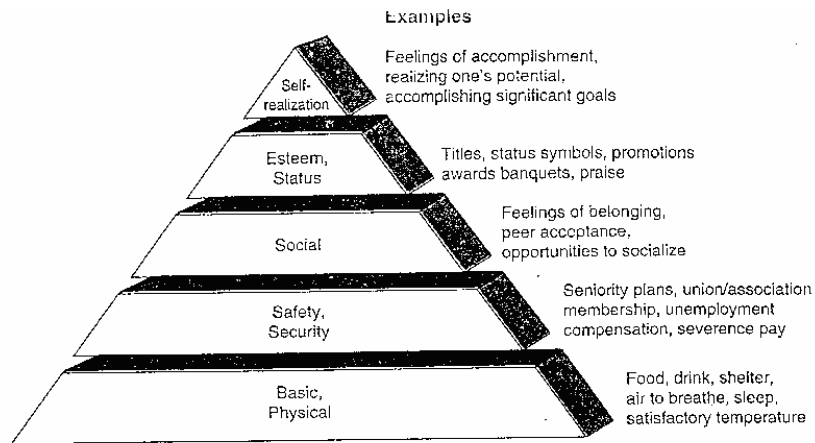
A discussion of Maslow's hierarchy of needs and an illustration of how it might affect the general improvement of teaching and learning in the primary schools follows. An attempt would also be made to illustrate how this theory might affect the implementation of language programmes offered by READ Educational Trust as the service provider.

Maslow's hierarchy of needs

Maslow proposed that human desires are innate and that they are arranged in an ascending hierarchy of priority or potency (Hjelle & Ziegler, 1985:368). Meyer *et al.* (1995:359) posit that Maslow (1970) distinguishes two general categories of motives, namely deficiency motives and growth motives. By deficiency motives, reference is made to the first four levels of the needs hierarchy, while growth motives refer to the fifth level actualization needs. Deficiency motives are directly related to the basic needs for survival such as hunger, thirst and the need for safety, whose gratification brings about a decrease in tension.

According to Maslow, when a person's behaviour is being influenced by deficiency motives, his/her cognitive abilities are being negatively applied because the main objective is merely to evade unpleasant circumstances and to survive. Surely, this type of motivation seldom leads to the realization of a person's true potential (Meyer *et al.*, 1995:359). Maslow's hierarchy of needs is presented in Figure 3.3.

Figure 3.3 Maslow's Hierarchy of Needs



Maslow's hierarchy-of-needs concept.

Source: Meyer *et al.* (1995:359)

A detailed discussion of deficiency motives and their operation at the first level of the hierarchy follows.

Physiological needs

Physiological needs are mainly survival needs, like hunger, thirst, the need for oxygen, sleep, activity, sensory stimulation and sexual gratification (Meyer *et al.*, 1995:360). These physiological drives are directly concerned with the biological maintenance of the organism and must be gratified at some minimal level before the individual is motivated by higher order needs. Put another way, a person who fails to satisfy this basic level of needs won't attempt to satisfy higher level needs. Accordingly, physiological needs tend to dominate all other needs if they are not regularly gratified. Physiological needs are crucial to the understanding of human behaviour, including the learning process. Hjelle and Ziegler (1985:370) contend that there is no doubt that physiological needs dominate human desires, forcing themselves on one's attention before higher order goals can even be pursued. The gratification of physiological needs will eventually contribute to effective learning in the classroom.

Safety needs

Once the basic needs have been satisfied, an individual becomes concerned with a new set, often called the safety or security needs. According to Hjelle and Ziegler (1985:372), the primary motivating force here is to ensure a reasonable degree of certainty, order, structure and predictability in one's environment.

Therefore, Maslow's theory accords with the general view of educationists that children feel safe in an environment where there is some kind of structure, which sets limits and boundaries and where fixed patterns apply (Meyer *et al.*, 1995:360). Maslow goes on to cite parental quarrelling, physical assault, separation, divorce and death within the family as particularly harmful to a child's sense of well-being. In effect, these factors render the child's environment unstable, unpredictable and hence unsafe. Thus, failure to satisfy safety needs may affect the extent to which the learning process takes place.

Belongingness and love needs

The belongingness and love needs constitute the third hierarchical level. Basically, these needs emerge primarily when physiological and safety needs have been gratified. According to Meyer *et al.*, (1995:361), the lack of intimacy leaves many people with a sense of loneliness and isolation. Maslow's theory supports this view when it states that a person not only needs to belong to others but that identification with a home and neighbourhood also contributes to the realization of affiliation needs. This point of view is also supported by research carried out by environmental psychologists on place identity (Van Staden, 1985:25, in Meyer *et al.*, 1995:361). Maslow also concluded that there is mounting evidence to prove a substantial correlation between affectionate childhood experiences and a healthy adulthood. Such data, in his judgement, contributes to the generalization that love is a basic prerequisite of healthy development of the human being in totality.

Self-esteem needs

When one's needs for being loved and for loving others have been reasonably gratified, their motivational force diminishes, paving the way for self-esteem needs. Meyer *et al.*, (1995:361) contend that self-esteem refers to the need to evaluate oneself positively. Maslow divided them into two subsidiary sets, namely self-respect and esteem from others. The former includes such things as desire for competence, confidence, personal strength, adequacy, achievement, independence and freedom (Hjelle & Ziegler, 1985:372). Logically, the satisfaction of feelings and attitudes of self-confidence, self-worth, strength, capability, and a sense of being useful are necessary in the world. In contrast, the thwarting of these needs will eventually lead to attitudes of inferiority, emptiness, weakness and helplessness. These negative self-perceptions will in turn generate basic discouragement, lack of a sense of fulfillment, and hopelessness in dealing with life's demands and evaluation of self vis-a-vis others. According to Maslow, the most positive self-esteem is based on earned respect from others rather than on fame. To be solid, self-esteem must be founded on one's actual worth, not on external factors beyond one's control.

Self-actualization needs

Finally, if all the foregoing needs are reasonably satisfied, the need for self-actualization comes to the fore. Meyer *et al.*, (1995:362) stipulate that self-actualization is an umbrella concept which includes seventeen growth motivations which function on the highest level of the need hierarchy, also known as Meta needs or B-values. Maslow characterized self-actualization as the desire to become everything that one is capable of becoming. Actually, any person who has achieved this highest level presses towards the full use and exploitation of his or her talents, capabilities and potentialities.

The realization of self-actualization occurs differently in different people. And indeed Maslow contends that it is here that the greatest differences between individuals usually manifest themselves. Additionally, self-actualization is an exciting idea because it encourages the person to discover and realize his/her highest potential and, in doing so, to become a fully-functional and goal-directed being (Meyer *et al.*, 1995:362). In sum, the motivational life of self-actualizers is not only quantitatively different but also qualitatively different from those of non-self-actualizers. Whereas ordinary people are

motivated by basic needs gratification, self-actualizing people strive to grow to perfection and to develop more and more fully in their own capacity and style.

It is against this background that organizations such as READ Educational Trust take cognizance of Maslow's theory of needs when implementing their language programmes in schools. For example, parental involvement forms part of the whole endeavour. This enables educators to create awareness amongst all the parents of children who are involved in the rolling out of language programmes in the primary schools. By so doing, parents gradually realize the importance of meeting their children's physiological needs such as hunger, thirst, the need for sufficient sleep, as well as the need to provide them with warm clothes in winter and a secure home environment which is conducive for effective studying. Logically, the learners develop the sense of belonging and a positive self-esteem that are necessary for effective language teaching and learning.

It is, therefore, imperative for educators to create a tranquil atmosphere where the learners will be able to grow and develop to their fullest. Maslow believes that much human behaviour can be explained in terms of need gratification. Man is presented as a "Yearning Being" who is seldom satisfied because no sooner is one need gratified, than another surfaces. Monyai and Nieman (2006:90), in support of this view, maintain that people cannot attain fulfillment and that they are naturally inclined to seek additional things. Meyer *et al.*, (1995:358) further purport that need gratification is not merely a means of receiving tension or frustration, it is self-actualization. According to Maslow, human beings are holistic in nature and can therefore not be studied or treated piecemeal. All aspects of his/her personality are closely interwoven and must be perceived and treated as such. Human beings depend to a large extent on the environment for the realization of their basic needs, and as a result of that, few people in our imperfect society actually achieve the ideal of self-actualization.

However, it is the responsibility of organizations such as READ Educational Trust to ensure that the basic needs of all their trainers are gratified if they are to implement the training programmes as expected. Similarly, the Department of Education must also see to it that the needs of educators are satisfied for them to be able to improve the quality of teaching and learning in South African schools. Very often, educators are criticized for not being committed or receptive to new approaches to teaching, without actually considering all those factors that demoralize them as a workforce. There is no way in

which one can succeed in addressing this problem if the underlying issues or the main cause is really not taken heed of.

3.5 CONCLUSION

This chapter has examined several factors that somehow impact on the implementation of language programmes in the primary schools. Factors such as the organizational culture of the school, the impact of organizational culture on productivity, the impact of quality assurance processes on organizational growth and sustainability, human factors and motivation, the impact of human factors on organizational effectiveness, applications in leadership that might affect the impact of language programmes in primary schools as well as the effects of rewards or incentives have been outlined here.

The Third Chapter began with the assumption that student learning can either be positively or negatively influenced by internal and external factors. However, there is no simple cause-effect relationship between these factors and learning. Given the social nature of schooling, it is difficult to ascribe a fixed causal relationship between student learning and these factors. Many complex forces influence student learning, including personal, psychological, social, cultural and institutional factors as shown in this chapter.

In addition, important issues that relate to the research questions and problems such as recruitment and selection procedures and the extent to which some factors may impact on the educators' perceptions of language programmes offered by service providers such as READ are also discussed in this chapter.

The next chapter focuses on the research background to the READ training model.