

Chapter 4

4.0 MANAGEMENT AND LEADERSHIP OF PRINCIPALS

4.1 Management and leadership as practical activities

4.2 Introduction

Management and leadership are similar in that they are practical activities for which the principal of a school is responsible. The most important practical activities of a principal, as a leader, are to influence, to motivate and to inspire educators. Carrel *et al.* (1995:10-11) indicate that the practical activities of a principal as a manager are control, supervision, disciplinary procedures, induction of educators, administration etc. Similarly, Swanepoel *et al.* (2000:390) explain the differences between a manager and a leader as follows: a manager is a person who administers, controls, imitates, copies, accepts the status quo and who does things correctly, while a leader innovates, creates, inspires, originates, challenges the status quo and does the correct things.

In light of the above, it becomes clear that educators are led by a principal with a view to attaining the school's goals. It also necessitates the fact that educators should be the followers of a principal. The activities of the principal as a leader and those of educators as followers are controlled and affected by the leader's intellectual traits, personality traits and physical traits, as well as the situational variables such as job demand, internal and external factors (Hersey, Blanchard & Johnson 1996:175-177; Badenhorst 1999:239). A principal as a leader is able to inspire and to influence educators to attain a school's goals if there is an effective communication structure in place within the school as an organisation. In addition to this, it needs to be mentioned that a principal must have a vision to realise the school's goals (Hersey *et al.* 1996:91).

The management and leadership activities which are carried out by a principal within a school as an organisation are analogous with the activities carried out by a soccer team. If, for instance, a soccer field on which the activities are carried out is bumpy, full of long grass, scattered with debris, and is also without lines, it will definitely be difficult, if not impossible, for the soccer team to carry out its activities on such soccer field. So is the case with a principal, if there are

situational variables which will have an adverse impact on his or her management and leadership activities (Hersey *et al.* 1996:130; 176).

Misconduct and insubordination committed by educators outside and inside the school may be variables which may affect peace, social justice and democracy in the workplace (cf. section 1(a)-(d) of the LRA, No. 66 of 1995). If for instance, an educator is persistently absenting himself or herself by participating in illegal marches, chalk-downs and strikes, as discussed in paragraphs 2.2.4 and 2.3.1, these could impact negatively on the leadership and management of principals as is the case with a soccer team that practises on a soccer field full of obstacles. This chapter intends therefore to investigate whether misconduct and insubordination have a negative impact on the management and leadership of a principal.

4.2.1 Impact of misconduct on the management tasks of principals

4.2.1.1 Control and supervision

As has already been indicated, there is a difference between a manager and a leader (Swanepoel 2000). Because of these differences, these two concepts, namely "a manager" and "a leader", will be dealt with separately. In addition to the assertion by Swanepoel (2000), distinguished authors and management researchers noted that to be a good manager does not necessarily mean that one is a good leader, because the tasks of a manager and a leader are different to a certain extent (Badenhorst 1999:239). The research findings have also shown that an organisation which is over managed and underled does not grow and it does not keep abreast of the changing world (Swanepoel *et al.* 2000:389).

The word "manage" denotes a situation where a manager does things routinely by following laid down procedures. According to Swanepoel *et al.* (2000:389) to manage means "to bring about, to accomplish, to have charge of or responsibility for, or to conduct." Control and supervision are for instance, management tasks which are routinely done by a principal in order to make sure that the educators' work is done in accordance with the job description as laid down in Chapter A, paragraph 3 of the EEA Regs (No. R. 222 of 1999). Because control and supervision are management tasks which are routinely done by principals, Hersey *et al.* (1996:147-148) refer to them as the traditional practice of managing an organisation. According to them, control and

supervision do not contribute to the quality and quantity of the employees' performance. Their assertion is, however, contrary to what Bittel and Newstrom (1990:95-96) aver.

It is the prerogative and the implicit right of the employer to exercise control over the work of the employees and to supervise it in order to attain goals (Squelch 1999:14-15). The school as an organisation strives to achieve goals such as academic standards, professional development, educator performance, and sound labour and human relations (Hersey *et al.* 1996:94-97). In a school setting, a principal who is an immediate manager is empowered by the provisions of Acts and Regulations to act as an employer so that he or she can exercise control over the work of educators and supervise them (section 62(1)-(3) of SASA, No. 84 of 1996; section 36 (4)(a)(b) of the EEA, No. 76 of 1998 & Chapter 2, regulation B.1-B.3 of the PSA Regs, No. R. 679 of 1999). Control and supervision cannot be separated because one presupposes the other. For instance, after a principal has exercised control over the professional work of educators, he or she will supervise as to how the work should be done in order for the school to attain its goals (Claydon 1994:88; 461).

Control as the management task of a principal has to do with the checking of the work of educators by the principal in order to find out whether the work is being done in accordance with the set standards or to make sure that educators do put in the reasonable effort that will make it possible for them to attain the school's goals (Bittel & Newstrom 1990:92-93). Control, therefore aims at assessing and regulating educators' performance. It is because of control that it will be possible for the principal to develop educators. If a principal does not check the work of educators, it will be impossible for him or her to know their weak and their strong points (Bittel & Newstrom 1990:93-95). After the cause of weakness has been identified, the principal supervises the work to ensure school efficacy. Positive supervision also encourages educators to strive to attain the school's goals (Buchanan & Huczynski 1997:168).

Research findings show that misconduct has an adverse impact on control and supervision (Teleki 1994:54-55). In terms of section 17(1)(c) of the EEA (No. 76 of 1998) defiance is a serious misconduct that renders an educator liable to disciplinary action. According to Scholtz (1990:3) educators took a decision in a meeting held in Soweto in 1990 to defy principals by refusing to prepare their lessons and by refusing to allow principals access to their professional work and visits to their classrooms. Scholtz (1990) also admitted that control and supervision of educators' work in the erstwhile DET was totally lost by officials as a result of the decision taken in that

meeting. He furthermore told the then regional directors for education, in circular number 9/1/5 of 24 April 1990,* that some of the educators were trying to implement the so-called Peoples' Education in some of the schools as a result of the loss of control and supervision (Scholtz 1990:3).

The refusal of educators to submit to control and supervision constitutes insubordination (section 17(1)(c) of the EEA, No. 76 of 1998). Insubordination as a form of misconduct has a negative impact on the management of principals and the productivity of schools (cf. Table 4-1 & Figure 5-1). As it may be seen from the said table, schools performed poorly in the Grade 12 examinations. It is because of this reason that the President of this country, Mr Thabo Mbeki, once said that the principals who under-performed would be sacked, and that the government would close down schools that do not produce acceptable Grade 12 results (Mecoamere 2000:1; Pretorius 1999:1). In expressing his views with regard to the poor Grade 12 results, the Education Minister, Professor Kader Asmal said that those schools which are in this situation are abysmal (Pretorius 2000:2). If control and supervision had not been rejected by educators, the high Grade 12 failure rate would not have occurred (Mothapo 1997:10).

Educators who bar principals from exercising control over their work and from supervising it, make it impossible for a principal to maintain educator discipline. Laxness and laissez-faire management styles that are the direct result of refusal by educators to submit to control were once denounced by the Education Minister, Professor Kader Asmal, on his unannounced visit to some of the township based schools (Pretorius 2000:2). It is this lack of discipline that led to the following: schools not starting with teaching on the first day of each term; educators not having working timetables; classes not beginning on time in the morning and after break, and some educators abusing drugs and alcohol while others resorting to violence in the workplace (cf. paragraphs 2.2.1; 2.2.2; 2.2.4; 2.2.6 & 2.2.7). Because of the refusal of some of the educators to submit to control and supervision, the situation at most township schools is deplorable to such an extent that the learners who can afford to go to the former model C schools have left the township schools (Matseke 1997:12, Mabunda 1998:4, Mothapo 1997:10).

* The then Deputy Director of the DET acknowledged as follows that the Department had lost control over schools: "Die Departement het beheer verloor oor hierdie skole. Vir alle praktiese doeleindes is hierdie skole nou deel van die alternatiewe stelsel. Daar bestaan goeie rede om te glo dat "Peoples' Education" by sommige onderrig word."

The refusal by educators to submit to control and supervision as acknowledged by Scholtz (1990) was under the spotlight even in the new dispensation. In their letter dated 17 February 2000, the SADTU site committee of one of the schools in Monyakeng near Wesselsbron in the Free State instructed all the educators affiliated with this union not to submit to control and supervision (File 14/4/3 EMIS : 2000). * The position or the stance taken by the SADTU site committee of that school smacks of insubordination, and it is in conflict with the provisions of section 29(1)(a)(b) of the Constitution (No. 108 of 1996) which alludes to the fact that a learner has the right to education. This also violates the fundamental right of the employer as stated by Squelch (1999:14).

Their attitude towards control and class visit also reveals that they cannot differentiate between control as a management function and appraisal as an activity which aims at the development of educators (Bittel & Newstrom 1990:90;192). Another reason why they resist control and class visits is because they see themselves as people who are running education because they were afforded the opportunity to discuss issues pertaining to appraisal. ** Others are scared of control, supervision and class visits because they don't want their shortcomings to be exposed (Mothapo 1997:10).

In terms of section 38 of the Constitution (No. 108 of 1996), the right of a learner to education should be controlled and enforced by a competent court. It is nevertheless notable that a court of law does not operate at a school level, but that it could only enforce this right if somebody reports someone who tampers with it (section 38 (a)-(e) of the Constitution, No. 108 of 1996). At school level, a principal is empowered by the provisions of section 36 of the EEA (No. 76 of 1998) and the provisions of Chapter 2, regulation A5.1 of the PSA Regs (No. R. 679 of 1999) to exercise control over the professional work of educators and to see to it that learners receive basic

* The content of the letter of the SADTU site committee of one of the schools in the Free State dated 17.02.2000 reads as follows: "With reference to the circular from the Provincial secretary and the letter from the Branch, the X (X stands for the name of a school which the researcher does not want to disclose) Site Structure took a stand not to submit lesson preparation for control as well as not allowing the SMT (School Management Team) to pay class visits. We therefore request the principal to inform the management team about this new development".

** The assertion is supported by the extract of the letter written by SADTU Free State Provincial Office, addressed to all its members in the Free State " . . . SADTU has trained its membership on the contents of the Appraisal Document and we therefore have a responsibility to defend its implementation."

education as stipulated in section 29(1)(a) of the Constitution (No. 108 of 1996). Anyone who disputes the right of the principal to exercise control over the professional work of educators may therefore deny the learners their right to an acceptable standard of education as contemplated in section 29(1)(a)(b) of the Constitution (No. 108 of 1996).

4.2.1.2 Organising

"Organising" and "organisation" are two different concepts. When people have been brought together to continually pursue a goal, they form a structure which is referred to as an organisation (Buchanan & Huczynski 1997:9). In a school setting, educators strive, among others, to achieve academic standards, high pass rates in all grades, high standards in cultural and extra mural activities, acceptable societal norms and values (Bittel & Newstrom 1990:138). On the other hand, we find that organising has to do with the arrangement or the deployment of resources by a principal in order to enable educators to achieve goals such as the ones mentioned above (Buchanan & Huczynski 1997:396-397).

As may be seen from the foregoing exposition, organising is meaningless if there are no people belonging to an organisation. A principal as a human resource management practitioner organises as one of his or her managerial activities. If, for instance, there are conflicts between educators, it is expected of a principal to resolve the conflicts, so as to make a school a suitable workplace for educators (Hersey *et al.* 1996:492-493). A principal's conduct is a decisive factor that creates and maintains an acceptable organisational culture and climate within a school as an organisation. A well organised principal divides or breaks down the work and allocates it to each of his or her educators. In order for the educators to work effectively towards the achievement of goals, their work should be co-ordinated by the principal (Buchanan & Huczynski 1997:397).

The extra mural activities of a school are allocated by a principal in accordance with the seasons. Educators are charged with the responsibility of ensuring the attainment of the best performance. Financial, human and material resources are also allocated by a principal of a school as a manager (Bell 1992:37, Bladford 1997:212-214). A principal is responsible for the staffing at his or her school. If for instance, there is a shortage of teaching and non teaching personnel, a principal must take up this matter with the Human Resources section, at provincial level (Harris & Monk 1992:2-3). The projects of a school like fund raising, road safety awareness etc. are initiated by the principal who delegates the responsibility of running these projects to the educators.

Controlling, supervising, organising and planning are interrelated. For a school to attain its objectives, a principal must actively manage all of the afore-mentioned managerial activities. If for instance, it has been planned that examinations at a certain school must be written, the principal provides the framework for running these examinations. This is done by dividing the work among the educators. Some educators are assigned to invigilate, while others are assigned to duplicate the question papers. During the entire period of the writing of the examinations, the principal exercises control over the running of these examinations while determining where supervision is needed (Badenhorst & Scheepers 1995:92-96).

A principal of a school where there are Grade 12 learners is in turn monitored by a team referred to as the Examination Monitoring Team. This team is established by the examination body in each province. This team visits the examination centres unannounced during the final Grade 12 examinations. The function of this team is to make sure that principals carry out their management functions namely control, supervision, organising and planning. Upon arriving at a school, they check whether the principal has organised invigilators in accordance with regulations, whether the principal arranged the examination rooms, whether there are sufficient seats for the candidates and whether the scripts are returned as stipulated in regulation 5.4.1 of the National Policy on the Conduct of the Senior Certificate Examinations (NPCSCE of 1999).

The managerial activities of a manager cannot be sacrificed for something else, that is why the marking process is also monitored. It is for this reason that, in terms of regulation 5.4 of the NPCSCE of 1999, an Examination Monitoring Team has been set up. As is implicitly shown in regulation 5.4.1 of the NPCSCE of 1999, the main function of the monitoring team is to ensure that the examination is conducted in accordance with the rules and procedures determined by the examining body. Control, supervision, organising and planning can be schematically represented as follows:

Figure 4-1: A school and the managerial activities of a principal

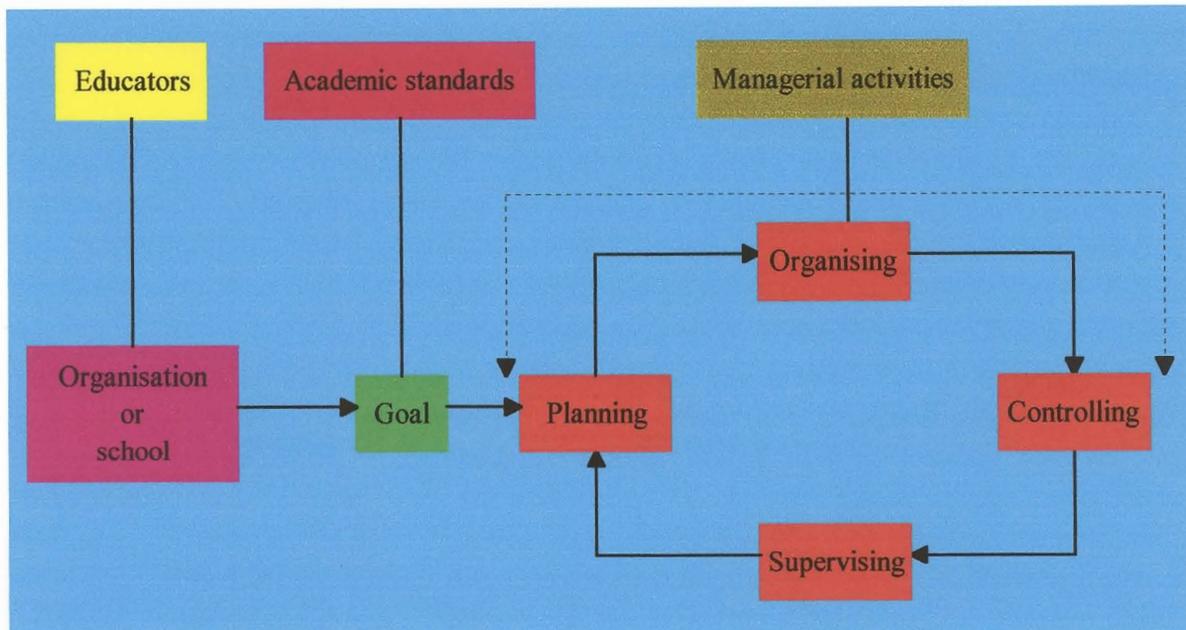


Figure 4-1 depicts managerial activities of a principal. Educators who are part of the school as an organisation are managed by the principal to enable them to maintain high academic standards which ensure the attainment of the organisational goal. For this to be realised, the principal must effectively carry out the following managerial activities: the professional work of the educators must be continually supervised and controlled; and the activities of the school must be thoroughly planned and organised to avoid organisational ineffectiveness and inefficiency.

The duplication of examination papers requires honest educators who do not steal question papers in order to sell them. Those who steal question papers for the purpose of selling them to learners contravene section 17(1)(a)(b)(l) of the EEA (No. 76 of 1998), Chapter 2, regulation C.4.12 of the PSA Regs (No. R. 679 of 1999) and Chapter A, regulation A17 of the PSA Regs (No. R. 1091 of 1994). The stealing of question papers has serious repercussions on organising as a managerial activity of a principal and it is a cause for concern. Nevertheless, some of the educators in the township based schools steal question papers to sell them to the learners. In this regard, Hlongwa (1998:3) reported that in Kwamashu near Durban, learners and educators were accused of fraud in the Durban Regional Court.

According to Hlongwa's (1998) report, an educator whose charge was to act as a chief invigilator had been selling examination question papers to learners for years. The stealing of question papers leads to the disorganising of the management of examinations at schools. The principals of

schools where question papers are stolen in order to sell them, are forced to rearrange the dates on which the examinations will be rewritten, the reallocation of invigilators and the management of examinations. The reorganisation of the examinations has a financial implication and it also affects the time management of principals. In addition, the stealing of question papers was found to be affecting the learners psychologically (Mngadi 1990:9, Seeger 1997:2).

If an educator has been charged with the function of teaching the learners, it is expected of that particular educator to teach them every period throughout the day. Should he or she neglect the learners, this will constitute misconduct (section 17(1)(d) of the EEA, No. 76 of 1998). Negligence of work by educators impacts negatively on the management of the school. An incident which occurred in one of the schools in Gauteng is cited as an example. Jordan (1998:7) reported that an educator of a certain school stayed away from school for eighteen months as a result of a labour dispute. The eighteen months' leave was unauthorised. The negligence or indolence of that educator suggests that the principal was forced to reallocate work and to rearrange the timetable.

A negligent or indolent educator frustrates the arrangements of the principal, and he or she also interferes with the co-ordination of the school's activities such as the subject committees, morning devotion duties, extra mural activities etc. (Badenhorst & Scheepers 1995:16; 24). Should half of the educators not report for duty on Mondays, or should some come to school late and leave the school at ten o'clock in the morning every day, this will surely impact negatively on organising as a managerial activity of a principal (Bierman 1998:7). Because of this negative impact, material resources are not optimally used and this is a recipe for conflict in the school as an organisation. In a situation where there is conflict, educative teaching and meaningful learning does not take place (Khupiso & Pretorius 1998:4).

4.2.1.3 Planning

The organising of resources by a principal of a school is usually followed by the process of planning. A principal plans how, by whom and by when, the resources are to be used or the objective is to be achieved (Bladford 1997:77). To ensure the optimal and profitable use of the resources, as well as to evaluate or to assess how resources are used towards the attainment of the set objectives or standards, the principal exercises control over the educators' work and he or she also supervises them. Controlling, organising, supervising and planning are intertwined (Bittel

& Newstrom 1990:48; 66; 90). This means that for a principal to manage a school effectively, he or she must engage himself or herself in all of the aforementioned managerial activities. Planning needs to be used by a principal because it saves time, money, material resources and it also ensures the optimal use of human resources and effective administration (Bladford 1997:92-95).

The school sets goals before a plan of action is directed towards such goals. Plans which aim at the attainment of goals may apply to a longer or a shorter time. The plans that aim far ahead are referred to as long term planning, while those that do not aim far ahead are referred to as short term planning (Bladford 1997:81). The guidelines for reaching the set goals, standards or objectives within the short or the long term planning are referred to as the policy of the school. The school policy normally includes schedules, procedures, rules and regulations (Bittel & Newstrom 1990:66-67). Planning is the management function that should be carried out by all human resource managers in the hierarchical structure of the education system in the province (cf. Figure 3-1).

The long term planning is largely the prerogative of the managers on the macro level. These managers usually deal with strategic planning. The short term planning is typically the responsibility of the managers on the meso and micro levels (Bittel & Newstrom 1990:66). The timetable of the Grade 12 external examinations are, for instance, planned and drawn up by the managers on the macro level of the hierarchical structure of the provincial education system, while the managers on the meso and micro levels, for instance, the district manager, the school management developers and the school management teams implement the policy regarding the examinations, and at the same time follow the procedures, the rules and the regulations governing the Grade 12 external examinations (cf. Figure 3-1).

It constitutes misconduct should educators usurp principalship, while at the same time trying to plan the activities of a school (section 17(1)(a)(b)(c)(g)(l)(n) of the EEA, No. 76 of 1998). The grabbing of power by educators has an adverse impact on planning as a management function of a principal. It came to light that educators affiliated with SADTU at one of the schools in Gauteng acted *ultra vires* by dismissing their principal and usurping the principalship. The taking of the principal's power affected the action plan which was drawn up to attain goals, and this led to all the periods planned on the timetable not being filled, with the result that the learners milled around the school premises all day long (Mkhwanazi 1996:2).

At one of the schools in Atteridgeville near Pretoria, an educator contravened section 17(1)(d) of the EEA (No. 76 of 1998) in that he was negligent or indolent in the carrying out of the duties attached to his post by disappearing without preparing the reports for the end of year examinations of the thirty seven Grade 9 learners (Sowetan Reporter 1997:4). The act of that educator constitutes a serious misconduct which has an adverse impact on planning as a managerial activity of a principal. According to the report, learners who were not furnished with the examination results could not be placed in any grade since their results were not known. The non-placement of those learners made it impossible for the principal of that school to plan class groups, and to draw up the timetable.

Violence and aggressive behaviour at schools has a negative impact on the management of principals (cf. paragraph 2.2.6). These behavioural problems are becoming increasingly common and prevalent at schools. Educators in one of the schools in Gauteng are cited as an example. Those educators contravened section 17(1)(g) of the EEA (No. 76 of 1998) in that they behaved in a disgraceful, improper or unbecoming manner, or, while on duty, were discourteous to any person by fighting among themselves in the workplace. The fighting scared the principal of that school to such an extent that she was forced to lock herself in her office every day (Khupiso & Pretorius 1998:4). The tension between educators experienced by that school had a negative impact on the attainment of educational standards. Some of the educators were for instance, seen holding meetings all day long, while others were avoiding being taken to task. Because of this laxness the half-yearly examinations at that school were not written as planned (Khupiso & Pretorius 1998:4).

The long term planning is also adversely affected by misconduct committed by educators. The disruption of classes as a result of chalk-downs, illegal marches and strikes are cited as examples (cf. paragraph 2.3.1). It is reported that educators would stay away from their schools for more than a month and claim that they would make up time for lost on illegal strikes, chalk-downs and marches. Those educators talked about so called "operation catch-up" that never took place. How could they have worked during the holidays when they failed to carry out their duty during the normal working hours (Heard 1990:3)? The disruption of the classes on account of illegal strikes, chalk-downs and illegal marches is not a thing of the past. Even in the new dispensation educators are still disrupting schooling (Shiba 1999:6). Disruption of classes impacts negatively on the number of days planned for the school terms.

4.2.1.4 Building of educators' commitment

The building of educators' commitment is one of the management functions of a principal as a human resources manager. In terms of the information gleaned from the available literature, the word commitment as used in the workplace means the willingness of the educators to totally involve themselves in the activities of a school to attain the agreed goals of a school with which they identify themselves, while at the same time they display loyalty to their school and effort to accomplish the tasks entrusted to them (Beardwell & Holden 1994:18, Hollinshead & Leat 1995:17, Armstrong 1996:319).

Commitment of educators to their work and their school is viewed in a serious light, and it should therefore be effectively managed by a principal, because it increases the school's productivity, it enhances psychological involvement, the dignity of a school, the self-worth of educators and the ethos of a school (Hollinshead & Leat 1995:17; Dessler 1997:15). It is, however, notable that the scholars of human resources management perceive the building of educators' commitment differently. Some hold the view that the involvement of educators in the management of schools could commit them to their work, while others believe that orientation which is sometimes referred to as assimilation or socialisation could help improve the educators' commitment to their work (Bell 1992:29; Dessler 1997:247).

In an attempt to investigate how misconduct impacts negatively on the commitment of educators as well as the management of educators' commitment, the research project focuses on the orientation of educators because it is believed that their commitment could assist them to attain the goals and values of their school (Dessler 1997:248). Mention must be made that orientation in as far as this research project is concerned does not refer to a situation where a newly appointed educator is given information about the school on his or her arrival. In this research project orientation means familiarising educators with the goals of a school, the circulars from the head office of education, and new developments and innovations. All these are ongoing processes which must be managed continually. In this way, it is believed that commitment of educators to their work could be encouraged (Dessler 1997:247).

A well-organised school has a policy which is a guideline for actions. These actions reflect the school's objectives and the procedures as well as principles which help the educators carry out their work (Bittel & Newstrom 1990:79). For the educators to strive for quality work, they need

to participate in teamwork, personal development, the school's communication system and the values of the school which must include mutual respect. All the aforementioned should be dealt with from time to time with a view to improve educators' commitment to their work (Dessler 1997:248). The school's organisational culture and climate are of vital importance and they need to be instilled into educators on a continuous basis. The contents of the Terms and Conditions of Employment of Educators Regulations (EEA Regs, No. R. 222 of 1999), the Basic Conditions of Employment Act (BCEA, No. 75 of 1997), the Employment of Educators Act (EEA, No. 76 of 1998), the Regulation Gatherings Act (RGA, No. 205 of 1993) and the other relevant Acts and Regulations should be imparted to educators in general and to union representatives in particular in order to avoid a situation where employment issues are not legally handled (Dessler 1997:247).

It is believed that educators who know what the law has in store for them will be committed to their work; and it is also believed that such legal knowledge will deter them from freely committing misconduct, as is currently the case (Bray 2000:11-23). Educators who commit misconduct by absenting themselves from school, by dodging the work entrusted to them, and by not respecting the starting and the ending time, lack commitment, impact negatively on productivity, involvement, loyalty, teamwork, personal development, mutual respect and the management of principals (cf. paragraphs 2.2.1; 2.2.3; 2.2.4; & 2.3.6).

Dishonesty as spelt out in section 17(1)(d) of the EEA (No. 76 of 1998) abounds in township based schools, in that some educators are negligent or indolent in the carrying out of the duties attached to their posts. Dishonest educators do not have interest in their work and they therefore do not involve themselves in the activities of the school, nor do they display loyalty to the school and their employer. Indicators of disloyalty and dishonesty are coming to school late, the absence of educators from duty on Mondays and Fridays, the syllabuses which are not completed by educators, the whiling away of time by some of the educators in the staff room all day long and at some of the farm schools educators sleeping at the teachers' cottage during school hours (Bierman 1998:11).

In spite of the fact that educators call themselves stake-holders and workers, some do not work seriously, and at the same time they do not show that they have a stake in education. The disruption of the smooth running of schools, the sowing of hatred, the culture of no respect for authority, lack of professionalism, laziness, negligence, stubbornness and laxness are cited as examples (cf. paragraphs 2.21; 2.2.3; 2.2.4; 2.2.6 & 2.3.1). The aforementioned inappropriate

activities of educators indicate that educators do not identify themselves with the school as an organisation, as well as the set academic standards and goals of the school. The low level of educators' commitment led to the point where the education minister Professor Kader Asmal said that the government would deal harshly with educators who lack commitment (Mohale; Fuphe; Kotlolo & Mecoamere 2000:1).

4.2.1.5 Motivating educators

According to Badenhorst and Scheepers (1995:58) the word "motivation" has been derived from the Latin word *movere*, meaning "to move". From the word "move," the word "movement" is derived, and this word means to inspire people to work harder and to enjoy the work they do in the workplace. Motivation is the management function of a manager. A principal of a school is therefore the driving force behind the educators' work. A principal can succeed in motivating educators to work harder, and to enjoy their work if they know that there is a well-defined goal that must be attained as well as the reward that would satisfy their needs, because one of the reasons why educators work is to satisfy their needs (Armstrong 1996:296).

The needs of educators in life in general and in the workplace in particular are satisfied in accordance with Maslow's hierarchy of needs. These needs are identified by Maslow as the hierarchy of five basic needs. Educators need food to live and to stay alive; that is why they work in order to earn a living (Bittel & Newstrom 1990:247). At some of the township based schools, educators need security more than ever before in the history of the South African education because there is rampant criminality which has led to a culture of fear in these schools. For instance, boys carry knives and guns to school and they rape girls on the school premises. This situation is so dangerous that the educators have decided to leave it unchallenged (Pretorius 1998:5).

Educators are social beings whose social needs must be satisfied. This could be done by establishing sound human and labour relations among them so that they can easily interact with others and one another. As has already been mentioned in paragraph 4.2.1.4, self-worth is very important. A principal of a school must make educators feel worthy and respected because it is believed that this could make them feel proud about their work. Research has shown that a person who is not humanely treated does not perform the way he or she should (Bateman & Snell 1996:37-38). Finally, educators want to do what they prefer at schools, and it is for the principal

to see to it that this need is satisfied by allowing them to do what they are capable of doing (Bittel & Newstrom 1990:248-249).

All the aforementioned needs in Maslow's hierarchy of needs are very important, and a principal must take them into consideration when motivating educators. A principal should also bear in mind that he or she is responsible for satisfying and making educators happy at school. It is for instance, incumbent upon a principal to make life worth living at a school by appreciating what educators do every day. A system of reward or an incentive of some sort can help in this regard. The school premises could be made safe if a principal involves the entire school community in tackling the problem of wayward learners and thuggery. A principal should see to it that mutual respect and social gatherings are encouraged because they enhance a sense of belonging in educators and it is believed that this could motivate educators to work harder (Bittel & Newstrom 1990:250).

The situation mapped at the township based schools indicates that educators attached to these schools do not get satisfaction from their jobs, and it is also clear that their morale has dropped tremendously (cf. paragraphs 2.2; 2.3; 2.4 & 2.5). The low morale and the lack of job satisfaction are the results of the high level of politicisation of these schools. Politicisation has led to the vandalising of schools, appalling conditions at schools and the appointment of an inefficient top echelon of the public education sector (Mtshali 1992:17; Mthembu 1993:4; Malatjie 1997:7). Because the morale has dropped, some educators come to school late while others absent themselves on feigned sickness, and on the other hand, others avoid performing their duties with the result that the school's objectives are not achieved (cf. paragraph 2.2.4). The picture below shows one of the vandalised schools in the Odendaalsrus District of Education:

Picture 4-1: Vandalised classroom of a school



Lack of motivation impacts adversely on the management of a principal. It is difficult, if not impossible, for a principal to manage time if educators contravene section 17(1)(d) of the EEA (No. 76 of 1998) which stipulates that an educator shall be guilty of misconduct if he/she is negligent or indolent in carrying out of the duties attached to the educator's post, and the consequence is that educators' abilities and capabilities are not optimally utilised. Late coming is negligence and/or indolence, and it constitutes misconduct that contributes profoundly to educators' meaningless teaching and irresponsible actions such as refusal to do lesson planning and preparation, stubbornness, intimidation and defiance because a latecomer will always tend to use a defence mechanism (cf. paragraphs 2.2.1; 2.2.4; 2.4.3 & 2.5.1). The aforementioned actions lead to educators not achieving their objectives and the actions also cultivate irresponsible educator behaviour.

Demotivated and politicised educators are confused. It is because of this confusion that they can't differentiate between their role and that of a principal. For example, they bar principals from carrying out managerial tasks such as control, organising, monitoring etc. It has also been noted that some of the politicised educators perceive class visits from principals as interference with their work (Mothapo 1997:10). The refusal by demotivated educators to be class-visited is an indication that they lack quality consciousness and that they are not proud of their work. It also shows that they do not know that the employer has the fundamental rights to monitor the quality

The above picture is an example of classrooms whose window panes have been broken, and whose doors have been removed. At this school all the classrooms have been vandalised, while 12 of them are not in use. It seems as if nobody cares about this state of affairs because the principal informed the researcher that the situation has been like this since 1996. The vagrants' excrement and debris are scattered all over the floors of the disused vandalised classrooms.

of service delivery. The refusal to acknowledge that the school management team has the capacity and duty to guide and supervise them, has led to low productivity and the failure to attain school's goals (Pretorius 2000:2).

4.2.1.6 Goal-setting

A goal is a target towards which all the plans of a school are directed. This means that the underlying purpose of a school is to reach its goals through realising multiple goals. The effectiveness or the output of the school should be well-defined. An example of a well-defined output or effectiveness may concern the academic outcomes of the learners e.g. 100% pass rate in Grade 12 or the quality of teaching. The goal of a school should be included in the school's mission statement, and it must clearly state what that particular school wants to achieve. When a school decides upon goals or objectives, the values set for that school and educator-learner relations should be taken into account (Creemers 1996:23, Hendry 1995:75, Bittel & Nestrom 1990:67).

In the light of the above paragraph, it becomes clear that goals induce effectiveness or the desired output. A well-managed school sets goals towards which the educators are working or which they aim to achieve or attain (Armstrong 1996:527-528). A principal must see to it that a set goal is well-stated, explicit and time-oriented. It must for instance, be clearly stated that every day, during periods, learners must be taught in order for the whole school to achieve a high pass rate at the end of each year. For a school to be successful in attaining its goals, a principal must make sure that goals are communicated to all educators, and that they all understand them (Bittel & Newstrom 1990:70).

In order for a school to successfully attain goals, there must be a goal priority list which must contain a limited number of reasonable, manageable and meaningful goals. The following are cited as examples of matters that goals on the priority list of a principal could deal with: academic standards, learner and educator discipline, time management, moral values and societal norms etc. (Bittel & Newstrom 1990:69-70). A principal, together with his or her staff, sets goals which are followed by the managerial activities of a principal (cf. Figure 4-1). For instance, once a goal has been set, a principal proceeds with the process of planning, organising, controlling and supervising.

As may be seen from the discussion in paragraphs 2.2; 2.3; 2.4 & 2.5, most of the township-based schools haven't any clearly defined goals. Some of the educators attached to these schools are self-centred and egocentric with the result that they always pursue self centred goals. They don't worry at all about the learners, the schools problems and the parents, instead they worry about the money they earn, and the conditions under which they work (Monama & Makunike 1999:2). To indicate that they do not have a specific goal to pursue, the educators do not feel scared to abandon the learners in order to participate in illegal matches, strikes and chalk-downs, while others do not hesitate to be absent on unauthorised time off (cf. paragraphs 2.3.1 & 2.3.2).

The situation at most township schools is deplorable and these schools have ceased to be schools because they pursue political goals instead of educational goals (Mabunda 1998:4). A school cannot be an institution of learning and at the same time be a political institution. There are some schools whose educators play politics in the school instead of taking care of educative teaching and meaningful learning (cf. paragraph 2.2.6). At some of the township-based schools, educators commit misconduct by defying and intimidating principals. It is on record that the leadership of SADTU instructed and encouraged its members to defy principals and to refuse to carry out instruction given to them by principals (cf. paragraphs 2.5.2; 2.5.3 & 2.5.4). The behaviour of these educators impacts adversely on goal-setting as a management task of a principal.

The problems in the South African private and public sectors in general, and in education in particular, are caused and perpetuated among others by the trade unions. As long as the government of the day allows SADTU to interfere with goal-setting as a management function of a principal, schools will not perform the way they should (Shange 1999:10). SADTU mislead their members by leading them to believe that teaching is about educators, when in fact teaching is about learners. If for instance, there weren't any learners, there would not be educators.

It is really worrying because, since the inception of the new dispensation, SADTU has been discussing issues that concern themselves. Nowhere have they shown any seriousness in helping the government with which they have formed a partnership to deal with educator and learner discipline, vandalism, thuggery and hooliganism on the school premises, under-performance of educators; instead, they render lip-service in the form of rhetoric to please and entertain their listeners, most of whom are their supporters (cf. paragraphs 2.5.1; 2.3.4 & Rees 1996:18).

SADTU officials are involved in the drafting and discussing of education policy which is, in fact, a rule or guideline which should state the limits of the actions of educators, despite the fact that some of SADTU members display unbecoming behaviour which affects the management task of principals (Concerned Parent 1999:12).^{*} It is also notable that some of the members of this union who have been elected to serve as office bearers do not teach learners. Instead they engage themselves in union matters during school hours as is permitted by section 15(1) of the LRA (No.66 of 1995), like attending disciplinary tribunals and their union's regional as well as provincial meetings, thereby adversely affecting goal-setting as a management task of a principal (cf. paragraph 2.3.2).

4.2.2 Impact of misconduct on the management areas of principals

4.2.2.1 Human resources

Human resources are assets without which the existence of a school is impossible. Some scholars of organisational behaviour refer to human resources as the workforce or employees (Hendry 1995:1, Bittel & Newstrom 1990:13). Owing to the fact that human resources are valuable assets, human resource managers must take care of them. This could be done by applying management styles that are acceptable to all and sundry. Training and creating of excellence through the culture of commitment helps to nurture human resources. Finally, it is very important to engage in a high level of productivity all the time in order to keep human resources usefully occupied (Bittel & Newstrom 1990:13, Hendry 1995:4).

From the foregoing paragraph it becomes clear that educators are assets that make a school what it is, and that educators converge at a school in the pursuit of common goals. In addition to what was said above, educators as human resources are a key management area of a principal, and as such, educators should be regarded and seen as experts in their work, and problem solvers in their classrooms. For the educators to perform effectively and efficiently, a principal should direct and manage their work instead of doing their work. A principal should also synergise a vision and a mission statement in order to stimulate educators to achieve their goals (Dessler 1997:694, Bittel & Newstrom 1990:4).

^{*} The author of the article in Sowetan of 25 October 1999, entitled *Governing bodies need more power* appearing on page 12 is a parent who did not want his/her name published. He/she just wrote A Concerned Parent.

As people working together at a school, educators should harmoniously interact with one another. Sound human relations in a school as an organisation are possible if labour relations which are referred to as employee relations or employment relations by some scholars, are effectively managed by a principal of a school (Bateman & Snell 1996:36-37). The management of labour relations is more often than not influenced by labour unions. The labour union is a reality and it must be recognised. At a school where the legitimacy of the labour union is denied, disruption and disorganisation of teaching and learning processes are likely to occur. On the contrary, at a school where the labour union is recognised, the converse could be the case. There are five management styles that could help a principal to effectively manage labour relations (Hollinshead 1999:76).

Authoritarian principals who do not want to change normally use the *traditional management style* which focuses on the results or the goals of the school. A principal who uses this style is oppressive and does not care about the educators whom he or she sometimes objectifies. A principal using this management style does not recognise the labour union and this impairs labour relations at a school (Hollinshead 1999:76).

Other principals who are likely to resist unionisation in a school are the ones who use the *paternalistic employer management style*. The difference between this management style and the first one is that it focuses on a high level of educators' commitment in the pursuit of the goals (Hollinshead 1999:76). A principal using the *paternalistic employer management style* is finicky about the appointment of educators. He or she endeavours to recommend committed educators for appointment, and educators who have already been appointed are trained with the view to enhancing commitment.

There is also the principal who uses the *consultative management style*. This principal recognises the existence of the labour union as a reality and he or she involves the union in decision making (cf. section 86(1)(a)-(d) of the LRA, No. 66 of 1995). This is an ideal management style because educators of a school where this management style is used, are likely to be happy because their participation and consent are valued by the principal (Hollinshead 1999:76). The *consultative management style* encourages a situation where the union together with management solves problems. This is perceived as the management style that ensures representivity and enhances two-way communication (cf. section 84(1) of the LRA, No. 66 of 1995). In a school setting this

management style can establish and sustain sound labour relations if a trade union based work forum contemplated in section 81(1) of the LRA (No. 66 of 1995) could be established.

Then there is the principal who uses the *constitutional management style*. This principal follows the laid-down procedures, rules, regulations, policies and other prescripts. Instead of him or her considering the merits of issues surrounding the case, he or she always refers educators to rules and regulations as well as the agreement based on legal aspects. The legal documents which could help in this regard are Resolutions taken in the Education Labour Relations Chamber, education statutes such as EEA (No. 76 of 1998), LRA (No. 66 of 1995) etc. (Hollinshead 1999:77).

Lastly, there is the principal who uses the *opportunistic management style*. This principal is pragmatic, and he or she easily comes to terms with the position and the stance of the union. Because of this, it becomes easier for a principal to sit around the table with the union if necessary, to resolve a conflict or to negotiate an agreement. The understanding of one's point of view helps a principal to re-assert the managerial prerogative if needs be (Hollinshead 1999:77). This type of management style could assist in restoring a culture of learning and teaching as well as the re-establishment of labour relations which have deteriorated at the township-based schools (cf. paragraphs 2.2.3; 2.2.4; 2.3.3; 2.4.6 & 2.5.5).

In terms of section 2(1)(a) of the Skills Development Act (SDA) (No. 97 of 1998), the skills of the South African human resources must be developed to improve productivity, quality of life of workers, delivery of social service, and the prospects of work and labour mobility. Horwitz (1991:137) implies that a principal as a human resources management practitioner, must train educators so that they are able to meet the day to day work requirements. The training of educators makes high productivity possible. In support of the above assertion, Hendry (1995:65) stresses the fact that organisations must invest in people as resources by giving them training and by engaging them in development.

In the light of the foregoing exposition, it becomes clear that there should be sound labour relations in the workplace and that the labour relations must be effectively managed by a human resources manager. It also appears that there is a need for the training and development of human resources in order to increase productivity and to attain the organisational goals. In terms of the

discussion in chapter 2 of the research project, it is clear that the labour relations at the schools formally known as black schools have been tarnished (cf. paragraphs 2.2.4 & 2.3.3).

A situation where educators merely ignore the authority and the presence of the principal as well as the Acts, the Regulations, the statutory guidelines and other prescripts, is a sign of ineffective management of labour relations. It is on record that educators would not hesitate to take to the streets to protest against low salary increments, or to demand stationery, disregarding the provisions of sections 2(1)(2); 3(1)-(3); 4(1)(2); 5(1)-(5) & 8(1) of the RGA (No. 205 of 1993) which deal with the points that should be taken into account when labour protest is to be embarked upon. During strike action, a principal is caught in the crossfire, and the strike situation impairs employment relations (cf. paragraphs 2.3.1 & 2.3.2).

Another crucial issue that faces a principal as a human resources manager is the question of the training and the development of educators. Some township-based school educators bar principals from class-visits for the purpose of exercising control as a management function (cf. paragraph 4.2.1.1). It is by means of class-visits that a principal may be able to identify the areas that need training during his or her visit to the educators' classes. From the discussion in chapter 2 of the research project, it became clear that it would be difficult to develop educators who deny a principal, subject facilitators and school management developers access to their professional work (cf. paragraphs 2.5.3 & 2.5.4).

As may be seen from the foregoing exposition of the management styles of a principal, the *consultative* and the *opportunistic management styles* seem to be desirable ones because they are characterised by the following democratic values and principles as set out in section 7(1)-(3) of the Constitution (No. 108 of 1996): human dignity, equality and freedom; and the protection and fulfilment of the rights as catalogued in the Bill of Rights.

As has already been discussed, these management styles afford the educators the opportunity to be involved in the management of schools (Hollinshead 1999:76-77). Lastly and more importantly, it must be mentioned that principals who prefer to use these management styles, should take cognisance of the fact that educators' involvement may be limited because an individual's rights may be limited in terms of section 36(1)(a)-(e) of the Constitution (No. 108 of 1996).

The other management styles cannot be wished away. In the event where educators abandon and neglect learners for the purpose of embarking on illegal marches, chalk-downs and strikes as discussed in paragraph 2.3.1, a principal should feel free to use the *constitutional*, the *traditional* and the *paternalistic employer management styles*, more especially if the labour union wants to dominate principals and to dictate terms to them as discussed in paragraphs 2.5.2; 2.5.3; and 2.5.4. Using these management styles may force educators to refrain from destabilising schools and this could make them work towards the attainment of goals (Hollinshead 1999:76).

It is also believed that these management styles could help a principal deal effectively with the *laissez-faire* type of attitude that is rampant in some of the township-based schools, as discussed in paragraph 2.2.4 because some times a problem is not solved if a manager does not put his or her foot down. This was evident when President Thabo Mbeki and Professor Kader Asmal criticised educators strongly after the release of the 1999 matric results (Mecoamere 2000:1).

4.2.2.2 Quality and productivity

According to Murgatroyd and Morgan (1992:45) the word quality has to do with three concepts namely *quality assurance*, *contract conformance* and *customer-driven quality*. It is because of these three concepts that they hold the view that the word quality should be defined differently as follows: Firstly, "*Quality assurance* refers to the determination of standards, appropriate methods and quality requirements by an expert body, accompanied by a process of inspection or evaluation that examines the extent to which practice meets these standards." Secondly, quality is defined in terms of "*contract conformance*, where some quality standard has been specified" during the negotiation of the contract. The last concept namely *customer-driven quality* "is defined in terms of meeting or exceeding the expectation of customers."

In an endeavour to investigate the extent to which quality is managed in schools, productivity will be alluded to. The term "productivity" is defined by Mondy and Premeaux (1995:18) as "a measure of the relationship between inputs and quality and quantity of outputs." Similarly, Lussier (1996:456) defines productivity as "a performance measure of inputs to outputs" and he continues further to say that "the inputs include employee's time, materials, equipment, and so forth." In the definitions, the words "inputs" and "outputs" are significant in that the former denotes the extent to which educators put in efforts for the productivity to be realised, while the latter denotes productivity which must be desirable and acceptable in terms of quality and quantity

(Mondy & Premeaux 1995:19). From the definitions, it is also clear that quality performance of educators is expected to produce quality academic results and learners who are capable and able to compete in the labour market.

Effectiveness and efficiency are related to productivity. The term "effectiveness" is defined by Mondy and Premeaux (1995:19) as "the capability of bringing about an effect or accomplishing a purpose." They define the term "efficiency" as "the capability of producing desired results with a minimum of energy, time, money, materials, or other costly inputs." On the other hand, Bateman and Snell (1996:42) define the effectiveness as "the degree to which the organization's outputs correspond to the needs and wants of the external environment." Another term, namely "efficiency" is defined by Ivancevich and Matteson (1999:28) as "the ratio of outputs to inputs." In some of the township based schools, effective and efficient educative teaching by educators, meaningful learning by learners as well as effective and efficient management by principals could take place only if quality assurance is practised by principals, learning facilitators and school management developers (Murgatroyd & Morgan 1992:47-48).

Quality assurance aims at ensuring whether the products which schools intend to produce will be of high quality. For this to be realised, there must be effective and efficient quality control. Principals, learning facilitators and school management developers must have access to the educators' professional work and their classrooms to conduct inspections, to make sure that practice in the classrooms meets the set standards. In their evaluation and assessment, principals, learning facilitators and school management developers must at all times be honest and objective (Longenecker, Moore & Petty 1997:421).

Where inspection is practised, educators are motivated because they are told from time to time as to what kind of performance standards are expected from them as inspection sets the standards that schools must strive to achieve (Murgatroyd & Morgan 1992:49). In most of the township-based schools, effective and efficient quality control is still an anathema to some of the educators. According to Mothapo (1997:10), these educators regard class-visits by principals and other officers as interference with their work, and they therefore refuse officials access to their classrooms and their professional work, thereby contravening section 17(1)(c) of the EEA (No. 76 of 1998) which stipulates that an educator shall be guilty of misconduct if he/she disobeys, disregards or wilfully defaults in carrying out a lawful order given to him/her by a person having the authority to give it, or by word or conduct displays insubordination. This particular

misconduct impacts negatively on quality assurance, hence the low productivity at the township based schools (cf. Table 4-1 & Figure 5-1).

Quality in schools can also be viewed in terms of contract conformance. The contract referred to here is not a legal contract. By this is meant that a person merely does what he or she said he or she would do. The difference between quality assurance and contract performance is that there is no panel of experts who inspect the work. Instead, there are internal people (educators) who commit (contract) themselves to do the work and to meet the deadlines in accordance with set quality standards. In each and every school educators are given work to do. This means that educators enter into a contract between themselves and a school. Subsequent to the completion of the work, internal assessment is done to find out whether the work is of high quality, or whether the work has been neglected or abandoned (Chapter A, paragraph 4.3(e)(iv) of the EEA Regs, No. 222 of 1999).

Insofar as contract conformance is concerned, quality is assessed in terms of how educators do their work without inspection being conducted, in order to determine the extent to which educators comply with their starting and ending time in the morning and at the end of the school day, as well as the completion of the syllabi. Unlike the quality assurance which focuses on inspection, contract performance assessment is done on a continuous basis (Murgatroyd & Morgan 1992:48). It has, for instance, been discovered that quality performance management does not occur in some of the township-based schools. From the discussion in paragraphs 2.2.4 and 2.3.1, it is clear that some of the educators neglect learners by engaging in illegal marches, chalk-downs and strikes, while others absent themselves from schools, or are persistently idle while on duty. In the above-mentioned paragraphs, it was also shown that negligence or indolence as spelt out in section 17(1)(d) of the EEA (No. 76 of 1998), impacts negatively on teaching and learning.

Quality at schools is sometimes driven by customers, hence customer-driven quality. In a school setting, customers are the stake-holders in education. As a human resources manager, a principal must regard educators as customers whose inputs can improve the school's performance (Murgatroyd & Morgan 1992:49). Educators as customers can improve quality teaching or performance if they are afforded the opportunity to help design a plan that could contribute to the improvement of discipline, teaching methods, planning and preparation of lessons (Longenecker *et al.* 1997:418). Customer-driven quality is a myth in schools where educators have lost

direction as a result of misconduct committed by some unionised educators at some schools formally known as black schools in South Africa. Misconduct as discussed in paragraphs 2.2 and 2.3 has an adverse impact on customer-driven quality in schools.

4.2.2.3 Labour relations

The formation of the new government in 1994 in South Africa marked a new dawn in the laws of this country. For instance, the new LRA came into operation on 11 November 1996 (Botha 1997:1). In terms of section 1(a)-(d) of the LRA (No. 66 of 1995), the purpose of the LRA is to advance labour peace and the democratisation of the workplace, and it also gives effect to and regulates the fundamental rights conferred by section 27 of the Constitution (No. 108 of 1996), while at the same time it provides a framework within which employees and their trade unions, employer's and employees' organisations can collectively bargain and formulate industrial policy. The purpose and intention of the LRA cannot be realised if a principal of a school does not effectively manage labour relations which are referred to as employee relations or employment relations by some of the scholars of organisational behaviour (cf. paragraph 4.2.2.2). In this research project, labour relations will be used to mean either employee relations or employment relations.

Ineffective and inefficient management of labour relations and other factors such as the politicisation of schools cause instability in schools as is the case with the schools formally known as black schools. Owing to instability, principals are unable to exercise quality control over educators' professional work, and as a result of this, schools are unable to achieve their goals (cf. paragraphs 2.2.3; 2.3.1; 2.3.4; 2.3.6 & 2.4.6). Instability also leads to disharmony and to a situation that is not conducive to teaching, learning and managing. How educators relate to the management of the school and the employer, determines the quality of labour relations at a school (Hollinshead, Nicholls & Tailby 1999:3-7).

There are a plethora of factors that affect and influence the relations between the management of the school and the employer (department of education) such as the manner in which work is organised; the terms and conditions under which the work is done, unfair dismissal, workload and working hours, the salary of educators and the treatment of educators (Hollinshead *et al.* 1999:3-4). Some of the above-mentioned factors are within the competence of the Department of Education and the management of the school, while others overlap. The organising of work in a

school set up is a managerial function of a principal (cf. paragraph 4.2.1.2). A good principal organises work in such a way that the efficiency of the school and educator job satisfaction is improved (Ivancevich & Matteson 1999:123-125).

Work that is not properly organised results in educators not achieving the set objectives. The allocation of duties to educators must be done according to the qualifications, capabilities and abilities of educators. A principal who ignores this fact adversely affects labour relations and the quality of work in the workplace (Ivancevich & Matteson 1999:123-125). In terms of section 1(c)(d) of the LRA (No. 66 of 1995), a principal of a school is afforded the opportunity to discuss issues such as the organising of work with the educators or the union representatives, and to formulate school policy in order to avoid impairment of the labour relations.

Determining workload and the working hours of educators is the competence of both the principal and the Department of Education. For example, a principal must allocate the work to educators in terms of Chapter A, paragraphs 3.2 and 4.5 of the EEA Regs (No. 222 of 1999). Ignoring this fact could lead to discontent and dissatisfaction that may have an adverse impact on labour relations. The workload and the working hours are negotiated jointly by the labour unions and the Department of Education as a bilateral venture. Negotiation of this nature is referred to as a collective agreement or collective bargaining (Hollinshead *et al.* 1999:4).

Preferential treatment that is given to some of the educators and the discrimination of educators based on friendship, relatives, tribalism, sex, creed and belief, negatively affect labour relations (Dessler 1997:57-59). Discrimination in the workplace does not only affect labour relations, but it is also in conflict with section 6(1) of the Employment Equity Act (Equity Act) (No. 55 of 1998), which stipulates that no person may unfairly discriminate, directly or indirectly, against an employee, in any employment policy or practice, on one or more grounds, including race, gender, sex, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth. Despite this, some principals do not recommend members of other unions for promotion, instead they prefer educators who are affiliated with the union to which they belong. For instance, some principals who belong to SADTU and some officials who belong to the African National Congress (ANC) are alleged to be guilty of the aforementioned (Matseke 1998:15, Gantsho 1998:15).

If the basic needs as discussed in paragraph 4.2.1.5 are not satisfied, labour relations are likely to be affected. Both the principal and the Education Department must give attention to the basic needs in order to avoid impediment of labour relations. Educators as employees want maximum security in their employment. Retrenchment in the form of voluntary severance packages and redeployment are cause for concern because these two factors threaten the educators' job security. It for this reason that SADTU and the Congress of South African Trade Unions (COSATU) took to the streets in protest against the above-mentioned practice (Molema 2000:14). Inadequate salaries paid to educators affect their ability to satisfy basic needs, hence illegal marches, demonstrations, chalk-downs and strikes in protest of meagre salaries (cf. paragraphs 2.3.1 & 2.3.4).

At this stage, it is necessary to make mention of the fact that the events and actions of SADTU that took place since the formation of this labour union resemble those of the industrial unions. As has already been indicated in paragraphs 2.3.3; 2.3.4 and 2.3.5, SADTU used force to address conditions under which educators work. During the assembly, this particular union maliciously damaged the government building while some of its members insulted the officers of the Department of Education. It is on record that insults ranging from racial to sexist were hurled at the Public Service and Administration Minister Geraldine Frazer-Moleketi (Mecoamere 1999:1). This type of behaviour promotes hostility between the employer and the educators, thus impairing labour relations (cf. section 8(5)(6) of the RGA, No. 205 of 1993).

In the light of the foregoing paragraphs, it is clear that collective bargaining has to do with the democratisation of the workplace in that educators through their unions are afforded the opportunity to contribute to the management of a school. Meaningful participation and contribution by labour unions is impossible without co-operation. Labour unions must not perceive the SMT of a school as an entity that intrudes on their operational territory, and they must refrain from emulating and imitating industrial unions (Botha 1997:23-24). Similarly, the SMT of a school must manage labour relations in compliance with the democratic values and principles as stipulated in section 7(1)-(3) of the Constitution (No. 108 of 1996). Management styles of a principal as discussed in paragraph 4.2.2.1 could also help in this regard.

4.2.2.4 Developmental appraisal

The idea of developmental appraisal in South African schools came about as a result of the system which was known as Evaluation and Grading of Teachers (EGT) which was used at the traditional black schools by the now defunct Department of Education and Training (DET). This system was designed by the DET without the involvement of the stake-holders, hence the resistance that manifested itself among the black educators (van der Bank 2000:2). Be that as it may, the crux of the matter is that this system did have advantages and disadvantages just like any other system. In terms of this system the educators were evaluated on the following: curricular efficiency, extra-curricular efficiency, personality and character traits as well as professional disposition and attitude. These were the criteria used to give merit awards to those who met these criteria (DET 1985:2-3).

The advantages of this system were that it determined whether an educator was striving towards the achievement of the set objectives of the school, and it also identified the weaknesses and the strengths of the educator so that it could be easy to motivate, to appreciate, to encourage and to give guidance to such an educator. Among others, the object of the system was to give the teaching profession the dignity it deserves by striving to establish standards and upholding them. Lastly, it aimed at identifying educators who were eligible for promotion. Educators who qualified for evaluation were those who were permanently appointed, professionally qualified and who had applicable years of teaching experience (DET 1985:4,7).

Unfortunately, evaluators who, at the expense of educators who deserved to be evaluated favourably, favoured their cronies, lacked objectivity in evaluating some of those who got the chance of being evaluated. As a result of favouritism, educators who were not supposed to be given merit awards were chosen much to the dissatisfaction of good educators (Mhlongo 1990:9). It is against this background that educators intensified resistance against the system, and this was also done as part of political struggle. Inspectors and principals were hindered in carrying out this task. What made matters worse is the fact that inspectors and subject advisors were barred from visiting schools, while some of the principals were intimidated and defied (Heard 1990:3, Tema 1990:2).

The events mentioned above necessitated the reorganisation of a system of evaluation which is referred to as developmental appraisal. This system came about as the results of the involvement

of the stakeholders. There was a lengthy discussion by most of the teachers' unions and organisations on developmental appraisal, and this resulted in their concluding a resolution in the ELRC. Amongst others, the aim of introducing this system was to arrest the deterioration of quality education in traditional black schools (van der Bank 2000:40). In terms of Chapter C, paragraph 1.2 of the EEA Regs (No. 222 of 1999), developmental appraisal requires that there should be the following in the workplace or in the institutions of learning: democratic organisational climate, a learning culture, educators who are committed to development, openness and trust.

Before a further exposition of developmental appraisal can be given, it is necessary to mention that, in every organisation, it is of the utmost importance to pay attention to performance before one thinks about development. In fact, it is not logical to start by developing an educator before assessing his/her performance in the teaching and learning situation. Performance appraisal is important because it has to do with the setting of goals, the giving of feedback to educators, the extent to which educators strive to achieve goals, the warning of educators about unsatisfactory performance, the identifying of needs for training (Fidler 1992:14). Unfortunately in the South African education system it is the other way round i.e. developmental appraisal before performance appraisal.

Like the former system, namely EGT, developmental appraisal has aims. One of the aims is to develop educators professionally in order for them to be able to deliver quality teaching and to manage effectively. In other words, educators and SMTs are appraised with a view to developing their skills in teaching and management respectively (cf. Chapter C, paragraph 2.1 of the EEA Regs, No. 222 of 1999). Development of educators is based on the principle of life-long learning. In terms of developmental appraisal, educators learn and develop throughout their teaching career, hence the word development implies an ongoing process which consists of the following: reflective, self appraisal, peer appraisal, collaboration and interaction with panel (cf. Chapter C, paragraphs 2.2 & 2.3 of the EEA Regs, No. 222 of 1999).

As per agreement reached on 28 July 1998 by the stakeholders in the Education Labour Relations Council (ELRC), Staff Development Teams (SDTs) were set up in each institution of learning. The implementation of the agreement reached on the above-mentioned date started in 1999 (van der Bank 2000:2). In spite of the fact that other teachers' unions and organisations were involved in the discussion that brought about the developmental appraisal, SADTU perceives

developmental appraisal as its brainchild (van der Bank 2000:2). Another mistake that SADTU makes is that it labours under the delusion that developmental appraisal has replaced control, monitoring and supervision as a management function of the principal. It does not even take cognisance of the fact that developmental appraisal is one of the key areas that a principal manages (cf. paragraph 4.2.1.1).

In South Africa this system was hastily introduced without considering the attitudinal and disciplinary problems of most of the educators attached to the traditional black schools. In Chapter 2 of the research project, the attitudes of some of the educators towards professionalism and their work were spelt out. Among others, it was explicitly shown how educators fail to honour agreements, and how they incite and instigate others against the principals or other officers. The refusal to submit to authority and control was also pointed out (cf. paragraphs 2.3.7; 2.4.6 & 2.5.2). In the light of the foregoing factors, it becomes clear that developmental appraisal is not the only answer to the solution of the problems in schools as some of the SADTU members think it is. This is also supported by the fact that in most of the advanced countries where this system is used, problems have been picked up (Fidler 1992:27-38).

Owing to the fact that most educators derive pleasure from laxness and a laissez-faire type of situation at schools, they opted for developmental appraisal because of the fact that an educator chooses the date on which he or she wants to be appraised as well as the peer and the union representatives who will act as appraisers, in the presence of the following panel members: a senior and or an outsider (cf. Chapter C, paragraph 2.5 of the EEA Regs, No. 222 of 1999). However, it is notable that the educators have made a mockery of the developmental appraisal. For instance, it is on record that an educator who teaches Mathematics chose his friend who teaches Sesotho to appraise him (cf. Personnel files 1999: Odendaalsrus District Office).*

Another issue which needs to be mentioned is that a school is different from other organisations such as a garage, a chain store and others. At a school an educator is confined to his or her classroom, and so is the case with his or her co-educator. But, as regards to petrol attendants, they work together where everyone of them sees how his or her co-worker performs everyday. In such a situation, it is easy for anyone of them to rate any co-worker on a daily basis, on any

* The file of the educator in question as well as the name of the district in which the school where the educator is attached is mentioned instead of his name in order to ensure anonymity.

aspect of the work (Sherman & Bohlander 1992:272). On the contrary, it is difficult to appraise the work of educators because an educator works with learners who are expected to know what was taught not teaching *per se*. In other words, what matters is the learning outcomes not teaching as such, and the problem is also compounded by the fact that educators are not working in one classroom where they see each other and one another daily in the learning and teaching situation (Fidler 1992:31).

According to Chapter C, paragraph 2.7 of the EEA Regs (No. 222 of 1999), the developmental appraisal system gives the appraisee the latitude to choose the criteria in terms of which he or she wants to be developed. Owing to this fact, developmental appraisal becomes a failure in that educators choose criteria like human relations, leadership, community, extra curricular duties and contribution to school development (cf. Chapter C, paragraph 3.1 of the EEA Regs, No. 222 of 1999).

The aforementioned criteria do not contribute much to the academic results of the learner, the learning outcomes and to what is happening in the classroom. For instance, in which way is the criterion *community* going to improve the performance of learners in the classroom and so forth? It is on record that the criteria which are believed to have a bearing on learning and teaching like the following are not chosen: creation of learning environment, lesson preparation and methodology, classroom management etc. On the basis of this, developmental appraisal becomes a failure (Personnel files 1999: Odendaalsrus District Office).*

Loyalty is the cornerstone of every organisation. An organisation whose employees are loyal develops rapidly and it also flourishes (Carrel *et al.* 1995:286). The Chapter 2, regulation C.1.3 of the PSA Regs (No. R. 679 of 1999) also demands that an employee should be loyal in executing the policies of the government of the day. In spite of this prescript, it has been established that some of the educators are disloyal. The corruption that the president of the country, Mr Mbeki, wants to eliminate in the public service is alive in schools (Mkhabela 2000:1). Some of the educators contravene Chapter 2, regulation C.3.3 of the PSA Regs (No. R. 679 of 1999) by showing favouritism when appraising their friends.

* The file of the educator in question as well as the name of the district in which the school where the educator is attached is mentioned instead of his name in order to ensure anonymity.

As may be seen from the foregoing paragraphs, some educators do not execute their duties in a professional and competent manner as contemplated in Chapter 2, regulation C.4.4 of the PSA Regs (No. R. 679 of 1999). For instance, it is not professional to deceive oneself by choosing a criterion that will not contribute much to one's development as is the case with some of the educators. Developmental appraisal is a form of ongoing training because during and after the appraisal, educators are given feedback with the view to improving them (cf. Chapter C, paragraph 2.9 of the EEA Regs, No. 222 of 1999). To deliberately ignore a criterion like the creation of a learning environment, lesson preparation and methodology, classroom management etc. is tantamount to refusing the responsibility to avail oneself of ongoing training and self development throughout one's career (cf. Chapter 2, regulation C.4.7 of the PSA Regs, No. R. 679 of 1999).

Experience is needed, and experience cannot be replaced by anything, that is why experience is rewarded in most organisations. In the South African education system, the converse is the case. Young and inexperienced educators dictate terms in education without being called to order. Most of these are SADTU affiliates who think that they are above the law by virtue of their union having formed an alliance with the ruling party (cf. paragraph 2.3.6).

Their arrogance contributes to the failure of developmental appraisal because they want things to be done their own way. Self-appraisal has also proved to be a failure because most of educators attached to the erstwhile DET schools cannot manage themselves, let alone their time (cf. paragraphs 2.2.4 & 4.2.1.1). The question of an outsider coming to school, for instance, a lecturer from a nearby university, to appraise an educator is another limiting factor because it is not clear as to who must pay the transport of such a person (Personnel files 1999: Odendaalsrus District Office).*

4.2.2.5 Discipline and counselling

The word "discipline" is used as a noun to refer to training or control that aims at making someone to obey rules or to control himself or herself. This word can also be used as a verb to mean training a person in obedience. Discipline is the management area of the principal, and it

* The file of the educator in question as well as the name of the district in which the school where the educator is attached is mentioned instead of his name in order to ensure anonymity.

needs to be administered firmly, but sensitively (Bittel & Newstrom 1990:368). Similarly, the term counselling refers to the professional advice that is given to a person who has a problem of self-control. For example, a principal can call an educator who persistently comes to school late to his or her office to listen to the problem that causes late coming, and after listening to the educator, a principal gives advice that could put a stop to late coming (Graham & Bennett 1998:236).

An educator who is ill-disciplined or who cannot control himself or herself does not comply with the school's performance standards, and does not even meet some of job obligations. Ill-disciplined educators do not obey the rules and regulations that guide educators as to how they should behave at the workplace. Research has shown that employees who lack self-control do not respect and trust their manager (Carrel *et al.* 1995:702). The lack of self-control by some of the educators contributes to their contravention of section 17(1)(h) of the EEA (No. 76 of 1998), which stipulates that an educator shall be guilty of misconduct if he/she is under the influence of intoxicating liquor or stupefying drugs, while on duty or acting in an official capacity. The vivid examples of educators who lack self-control are those who come to school drunk (cf. paragraphs 2.2.2).

Ill-disciplined educators contribute to the malfunction of schools, and as such the schools do not achieve their goals. A case in point are those educators who abuse drugs, and who were discussed in paragraph 2.2.7 of the research project. At the school where the educator who practises the Rastafarian religion, management is malfunctioning. At this school, there is unacceptable noise in the classrooms throughout the day. The moving in and out the classrooms by learners is the order of the day. One can easily mistake these learners for thugs from their appearance. Their friends from the township enter the school premises to see them without asking permission from the principal, and they smoke dagga with the outsiders in the toilets during school hours.

Mention must be made that the educator who smokes dagga at the school discussed in paragraph 2.2.7 does not want his head of department to control his professional work. As a result of this lack of self-control, the Grade 12 learners performed badly in his subject, namely History. The results of the 57 learners he taught were as follows: On the Higher Grade, 2 learners obtained an H symbol; on the Standard Grade, 2 learners obtained an E symbol, 3 learners obtained a GG

symbol and 49 learners obtained an H symbol; and on the Lower Grade, 1 learner obtained an F symbol. It becomes obvious from the foregoing analysis that only 2 learners out of the 57 learners passed History on the standard grade at that school. In other words, only 3,5% passed the grade 12 History while 96,5% failed it (The grade 12 Examination Results 1999:Odendaalsrus District Office).*

Counselling of educators with deviant behaviour could help to enhance self-control because counselling aims at making ill-disciplined educators feel that what they do is unacceptable, and it ultimately makes them find a solution to a problem (Graham & Bennett 1998:236). When conducting counselling, it must always be borne in mind that the main object of counselling is to instil self-control in educators who are ill-disciplined. A principal must therefore avoid, by all means, embarrassing educators when conducting counselling. Steps that are followed when counselling is conducted must be considered, and the principal should be friendly, empathetic, and above all he or she must be firm and professional in practising positive discipline (Bittel & Newstrom 1990:368).

According to Graham and Bennett (1998:237) the principal can use the *directive* and the *non-directive* approach when conducting counselling interviews. In the case of educators who are persistently absent from work as discussed in paragraph 2.2.4, *non-directive* counselling can be conducted as follows: The educator concerned is asked to define his or her problem while encouraging him or her to discuss it freely without hiding the facts. Thereafter, the principal must make sure that the educator agrees with solutions that emerge from the discussion, and he or she must also accept facts as they are (Graham & Bennett 1998:237).

When conducting *directive* counselling, the principal takes the initiative and he or she also suggests the ways of solving a problem. If, for instance, an educator does not report for duty on Mondays and he or she arrives at the workplace everyday a few hours before the school breaks up as was the case with the educators discussed in paragraph 2.2.4, the principal must outline the implications and the consequences of the indolence and absenteeism. Having satisfied himself or herself that the educator understands the repercussions of indolence, he or she must suggest to the educator the solutions to be considered, and the principal must make sure that the correct

* The file of the educator in question as well as the name of the district in which the school where the educator is attached is mentioned instead of his name in order to ensure anonymity.

decision is made. In both the *directive* and the *non-directive* approaches to counselling, the principal must keep minutes that are signed by both the principal and the educator (Graham & Bennett 1998:237).

As set out in section 17(d) of the EEA (No. 76 of 1998), an educator who is negligent or indolent in carrying out duties attached to the educator's post commits misconduct as is the case with educators discussed in paragraph 2.2.4. Failure to report for duty on Mondays and Fridays as well as absenting oneself on feigned sickness suggests that effective teaching does not take place at schools where educators practise these. This practice also suggests that the syllabus is not completed, and as such the learners' performance and the teaching outcomes are not up to standard. The negligent and the indolent educators as indicated above ought to be counselled with a view to disciplining them.

For the organisation to be effective and to attain its goal, maintenance of discipline is important. It is for this reason that a principal of a school should know that there are at least two approaches to discipline namely *incorrect discipline* and *preventive discipline* (Carrel *et al.* 1995:703). An example of incorrect disciplinary techniques are those which were applied by the principal of an educator discussed in paragraph 2.2.7. It was picked up in the log book of the school that the educator who could not control himself because of addiction to drugs was once caught by the principal sitting in the door, facing the sun, instead of invigilating the History test that was written by the learners at that time.

The principal intimidated, threatened, harassed and browbeat the educator. Furthermore, it was discovered from the information gleaned in the log book of the school, that in another incident, the educator would only be given feedback when he did something wrong, like coming late and leaving for home while classes were still on. According to Carrel *et al.* (1995:703), it is expected of a principal to give negative and positive feedback as well. Another mistake the principal made was that he never dealt with the drug abuse while it was still at the initial stage, and he never counselled the educator with a view to improving his performance.

Incorrect discipline mentioned above, caused tension between the principal and the educator to such an extent that the educator threatened to attack the principal physically in the presence of the learners. Instead of applying incorrect discipline, the principal could have applied preventive

discipline because according to Carrel *et al.* (1995:703) it creates job satisfaction. This could have been done by clarifying the proper behaviour to which the educators must subscribe. In practising preventive discipline, the principal was supposed to have given the educator the opportunity to discuss the drug abuse problem through techniques such as counselling or discussion that could have made the educator realise his problem (Carrel *et al.* 1995:703-704).

4.2.2.6 Safety on the school premises

Safety is a management area of principals. It is therefore expected of principals as immediate managers to give attention to the improvement of safety at schools (Graham & Bennett 1998:137). This could be done by preventing factors that threaten the safety of learners and educators, and by exercising proper control over the movement of people entering school premises as well as the movement of those who are already on the school premises (Bittel & Newstrom 1990:476). Protecting educators and learners on the school premises should be viewed in a serious light because South African schools in general and the schools that were controlled by the erstwhile DET in particular are no longer safe (Pretorius 1999:5).

The accidents that occur on the school premises differ from the accidents that are experienced by industries. In firms accidents may occur as a result of fire, electricity, sharp objects which may cause loss of life, broken bones, loss of limbs or eyesight and electrical shock (Carrel *et al.* 1995:614). As regards schools, accidents are caused by gangsters that stalk the premises of some of the traditional black schools. Assaulting school girls and robbing educators at gunpoint on school grounds, and violence by fellow learners and educators are becoming common in some schools that were controlled by the now defunct DET (Pretorius 1999:5).

Prior to the Soweto uprising which took place in 1976 schools were dignified and respected (Mamaila 2000:6). Gangsterism, drug abuse, violence and disrespect of authority were not practised on the premises of the schools that were controlled by the erstwhile DET. The political struggle in South Africa contributed to the deplorable situation in schools that were used as the battlefields where the dissolved National Party government was fought against (cf. paragraph 1.1). The use of educators as combatants changed their attitude and their behaviour, and this led to their contravention of section 17(1)(m) of the EEA (No. 76 of 1998), which stipulates that an educator shall be guilty of misconduct if he/she is absent from office or duty without leave or valid reason.

Another mistake the unionised educators make is to incite learners against other educators who do not conform to their way of life and to call learners "comrades" with whom they stage protest marches and sit ins. The learners used for this purpose are mostly those who are affiliated to the Congress of South African Students (COSAS) and to a lesser extent those who are affiliated to the Azanian Students' Movement (AZASM). The involvement of learners in things such as politics, and allowing them to call educators "comrades" create the impression that they have equal status with educators. This attitude negatively affects discipline to such an extent that there is a total collapse of order in some of the schools (Mabe 1990:9). To incite learners against others, and to misuse them is a contravention of section 28(1)(f)(ii) of the Constitution (No. 108 of 1996), which stipulates that a child must not be required or permitted to perform work or provide services that place at risk his/her well-being, education, physical or mental health or spiritual, moral or social development.

The criminal abuse of learners affects their upbringing and their morals. It has been established that learners who are criminally abused, develop dysfunctionally during their childhood and adolescence, and as a result of this, they cause lawlessness and anarchy on the school premises (Earl-Taylor 2000:12). This is supported by the fact that an elderly History educator was frog-marched and her house was burnt down by learners belonging to COSAS in one of the schools in Tembisa, under the pretext that she was an apartheid agent. In another incident, matric learners who were sitting for examinations were chased away by COSAS members armed with weapons ranging from pangas to guns. All these were done on the school premises where everybody was supposed to be safe (Mokone 1996:17).

The involvement of learners in politics has adversely affected the discipline at traditional black schools. At some of the schools COSAS and AZASM have become a nuisance to the management of schools. Owing to the fact that they are aligned to the different political parties, they have radically conflicting views with regard to the management of schools. It is because of this reason that they sometimes fight among themselves on the school premises where many are killed (Mokone 1996:17). The deplorable situation created by these rival factions prompted thugs in Kwathema township, in the East Rand to jump on the COSAS and the Pan African Students' Organisation (PASO) bandwagon. Those who went under the name of COSAS fought against those who went under the name of PASO, and in the process many were killed on the school premises. This conflict scared learners and educators away from school (Ledwaba 1997:4).

During 1990, the situation mapped above was worsened by the political instability in our country. Many educators, most of whom SADTU members, became political pawns, and they made use of learners to disrupt classes and the smooth running of schools (Mabe 1990:9). The unionised educators instructed learners to defy the authority of the principal, the inspectors and the police. Both educators and learners who excelled in practising mischievous conduct became heroes and heroines. The defiance of authority, which started then, is continuing even in the new dispensation. There has never been a paradigm shift in the way some of the educators and learners in the township schools perceive authority (Mamaila 2000:6).

Defiance and misuse of learners is the contravention of section 17(1)(c) of the EEA (No. 76 of 1998) as well as section 28(1)(d) of the Constitution (No. 108 of 1996), which respectively state that an educator shall be guilty of misconduct if he/she disobeys, disregards or wilfully defaults in carrying out a lawful order given to him/her by a person having the authority to give it; and that every child has the right to be protected from maltreatment, neglect, abuse or degradation. It is because of defiance and criminal abuse of learners that we have a culture of violence which threatens the safety of educators as contemplated in section 8(1) of the Occupational Health and Safety Act (OHSA) (No. 85 of 1993).

For example, the learners who are used by educators to defy authority have become a menace to everybody on the school premises. In one of the schools in Soweto, learners held two female educators at gun point and escaped with their cellphones and their jewellery. It is for this reason that the former member of the Executive Council for Education in Gauteng, Mrs Metcalfe, once agreed that there was a dire need to curb crime, gangsterism and drugs on the school premises because of the threat they posed to the safety of educators and learners (Mecoamere 1999:5).

Earl-Taylor (2000:12) reports that children who have been brought up in a violent environment are psychologically affected and this is manifested in the violent behaviour they display. This is true in learners used by educators for the furtherance of their delinquent aims. For example, they do not have any respect for the school and the authority of the principal. They do not even perceive their former educators and their school with pride. Coming back to the school - after they have dropped out - to cause havoc, suggests that they want to vent their anger on those educators who wasted their time by involving them in things that were not educational. A case in point is a group of youths who left school, and who would enter the school premises, spin cars,

fire shots in the air and abduct girls to secluded places where they raped them (Dhlamini 1999:13).

The assertion of Earl-Taylor (2000) is furthermore supported by the situation where it was found that the criminally abused learners were emotionally and behaviourally disturbed, and that this resulted in their displaying murderous behaviour. In this regard, Maluleke (1990:5) reported that a 19 year old learner who was registered at one of the schools in Orlando East, killed a 16 year old girl on the school premises after she allegedly refused his sexual advances. This particular learner never showed any respect for the school and the authority of the principal. In another incident, learners of a school in Khayelitsha disrespected their educators by throwing stones at them; while at one of the schools in Soweto a principal was shot dead on the school premises before her car was hijacked by youths (Siluma 1999:9).

In terms of the provisions of section 8(1), (2)(c) of the OHS Act (No. 85 of 1993), every employer shall provide and maintain, as far as is reasonably practicable, a working environment that is safe and without risk to the health of his/her employees, and he must make arrangements for ensuring, as far as is reasonably practicable, the safety and absence of risks to the health of his/her employees. From the foregoing provisions of the OHS Act it becomes clear that it is the prerogative of the employer to see to it that the working conditions and the workplace are not threatening the safety of employees, and that the employees are protected from danger.

Mamaila (2000:6) suggests that the political leadership of this country must inculcate respect for law and order, in young people who think that one is elevated to a higher position because of showing disrespect for authority not education. He continues to say that it is important to change the attitudes of both the learners and the educators towards authority in order to ensure safety in schools, and to make it easy for the Department of Education to deal with the dangerous situation that manifests itself in schools.

4.2.2.7 Influences of the external environment

The public school education system is an open system which is influenced by the external environment. It is therefore incumbent upon a principal to keep abreast of current issues in order to cope with the management of the school. The external environment has a significant impact on the management of principals. For instance, educators may bring behaviour from outside to

influence the tone of a school (Sherman & Bohlander 1992:38-39). There are many forces regarded as part of the external environment that may influence the management of principals and the performance of educators. Carrel *et al.* (1995:53) identify the following environmental forces: political forces, economic systems, labour traditions and legal forces.

It can furthermore be said that educators' performance influences the external environment (Sherman & Bohlander 1992:38). In South Africa, the political forces played a role in the decline of principals' management authority in schools that were controlled by the now defunct DET (cf. paragraph 1.1). As has already been alluded to, the political forces are the outsiders who manipulate educators in the furtherance of their political agenda. It must be mentioned up front that it is not wrong for educators to partake in politics because section 19(1)(b) of the Constitution (No. 108 of 1996) allows everyone to do so.

In spite of the fact that it is the right of every citizen of this country to participate in the activities of the political party of his or her choice, it is wrong for the educators to engage themselves in party political activities in the workplace because Chapter 2, regulation C.3.7 of the PSR (No. R. 679 of 1999) stipulates that an employee must refrain from party political activities in the workplace. Be that as it may, the fact of the matter is that the political forces gained momentum on the school premises towards the end of 1989 and it reached a climax in 1990. Some of the educators who belonged to the disbanded National Education Union of South Africa (NEUSA) carried the following demonstration slogans (written as they appeared on the placards): away with the animal Struwig; apartheid plus education = poison; *phansi ngama (down with)* puppet inspectors *pansi (down)*; liberate our minds; away with apartheid education; DET means don't educate them and *Yebo (Yes) NEUSA hayi Struberi (Struwig must go/resign).**

In light of the slogans captured from the placards of the union mentioned above, it becomes clear that educators brought politics from outside onto the school premises. Politics helped them to lodge complaints against the appointment of whites only in higher positions, hence the mentioning

* NEUSA demonstrated on 14 February 1990 to register their dissatisfaction and discontentment with the then separate education systems in South Africa. (NEUSA was a teachers' union that was acting as a mouthpiece for some of the South African teachers before it was replaced by SADTU which was launched on 6-7 October 1990.

of Mr Struwig's name, who was the then regional director of DET for the Johannesburg region. Furthermore, the rest of the slogans were derogatory remarks that were hurled at the now defunct DET, aimed at inciting political violence which was imminent at that point in time. When the new dispensation was ushered in, things became worse because the new political system gave the educators the right to strike, to assemble, to demonstrate, to picket and to petition (cf. section 17 & 23(1) of the Constitution, No. 108 of 1996).

The economic systems of the country are regarded as outside forces that may adversely affect the principal's management techniques. Opposition to the policies of growth, employment and redistribution (GEAR) has caused damage to the management of schools. This policy is protested against by the powerful trade union namely COSATU under whose auspices SADTU operates. Whenever COSATU takes to the streets to protest against GEAR, they are joined by SADTU who abandon learners in classes. In terms of section 17(1)(d)(m) of the EEA (No. 76 of 1998), abandoning learners constitutes misconduct. As regards the policy of growth, employment and redistribution, Molema (2000:14) argues that this policy is resented by unions because it does not aim at transforming the South African society or eradicating poverty in this country.

The government is also embarking on economic policies which are not favoured by educators, and which prompt educators to disrupt teaching and learning. It is on record that the Department of Education retrenched educators by allowing them to opt for the voluntary severance package and later by embarking on the rationalisation of educators in the form of redeployment. All these caused discontent among the educators, and resulted in their taking to the streets (Molema 2000:14). Another economic policy that is not welcomed by SADTU and COSATU is restructuring, downsizing and privatisation because this means loss of jobs (Hlangani 2000:6).

The economic problems are compounded by the fact that South Africa has been plunged into recession. For example, it is a reality that there is a high rate of inflation in this country. The fluctuation of the value of rand, and the expensive commodities such as oil are other factors that influence the South African economy. Similarly, the interest rate that is fluctuating does not make it possible for investors to invest in our country, and this adversely affects economic growth and job creation (Monama 2000:1). As a result of these factors, the government finds it difficult, if not impossible, to increase salaries and to improve working conditions, hence educators commit misconduct by illegally taking to the streets in protest of meagre salaries (cf. paragraph 2.3.1).

Since 1976, the belief that one is likely to get what one wants by using force, whether by a strike, boycott, sit in, demonstration, picketing or the destruction of the public property has been passed from one generation to the other. At this point in time, this has become a tradition which can be referred to as a labour tradition. This labour tradition led to educators and principals under performing in most schools that were controlled by the erstwhile DET (Bierman 1998:11), and it has now become a culture which is referred to as the culture of no learning, teaching and service, hence the government is striving for the restoration of the culture of learning, teaching and service (Mabunda 1998:4).

The legal system in South Africa has made educators confuse freedom and licence, and this impacts negatively on the management of schools. This has even made educators believe that education is about educators whereas it is not. If learners or children can be removed from all the schools in the country, educators will cease to exist. In the light of this assertion, it is reasonable to say that education is about learners (Mokhabukhi 1998:11). As has already been indicated, section 4(1)(a)(b) of the LRA (No. 66 of 1995), confers on the employee the right to participate in forming a trade union or federation of trade unions, and to join a trade union, subject to its constitution. Because of this permissiveness, most of the parents in this country feel that the LRA should be amended so that teaching could also be classified as an essential service because section 71(10) of the LRA (No. 66 of 1995) forbids some employees such as the intelligence service staff to take part in protest actions (Monama & Makunike 1998:2).

4.2.2.8 Time and quality priority

In paragraph 4.2.1, the principals' management tasks which need time to be realised were discussed. Should there not be enough time to devote to the principals' tasks, there will be a deficiency in the management of schools. Allocating and using time effectively enables a principal to manage a school effectively (Boone & Kurtz 1992:14). In the light of this, it becomes clear that time is important, and that time is one of the most important key areas that a principal manages. In addition to this, it can be said that time management is a process whereby a principal effectively allocates his or her time among his or her tasks (Bain 1995).

The work of educators should be well-planned and structured so as to allow everything to be done systematically and logically at a school. For example, time is allocated to the subjects taught, extra-mural activities, meetings etc. More importantly, an educator should be assigned to

a specific task or work to be done, and it must be made clear to the educator as to how much time is required for that particular task to be completed. It is also notable that work should not be haphazardly done; but should be done in accordance with the priorities which are assigned to time. Time is valuable, hence its management is desperately needed by the school as an organisation (Whetten & Cameron 1998:96-98).

To manage time effectively and efficiently, a principal of a school must establish priorities. The priorities are very important because they guide the principals' use of time, and they also prevent problems such as the following: only one educator being given everything to do at a school; a principal unable to plan the school work properly, no quality control of the work and the school not achieving its objectives. Priorities should be arranged or drawn up daily, weekly, monthly and annually; and there should be objectives attached to each priority. Educators should be responsible for each priority. A list of priorities should be arranged in order of preference and importance (Boone & Kurtz 1992:141).

Bain (1995:63) points out that managers who succeed in managing time effectively are those who manage it. For instance, this is done if a manager spends time on important tasks, while minor tasks are delegated to subordinates. Before delegation could be done, a principal must negotiate with educators in order to make sure that the educator will carry out the task effectively and efficiently. Similarly, a principal who has a vision as to where he or she wants to take a school to is able to manage time effectively and efficiently. More importantly, a principal must have a diary in which he or she records the week's key tasks which are prioritised, while he or she makes his or her routine known to the educators (Bain 1995:64).

Prioritising time among the school's tasks is useless if educators do not adhere to it. In this regard, Evenden and Anderson (1992:280) point out that poor performance is caused by inability to assign priorities to time and to manage it effectively. This was evident in one of the schools in Kutlwanong, in the Free State. Most of the educators of that school do not adhere to time allocated to tasks. For example, it was observed that they come to school late, and that the first period of each day or half thereof is lost. So is the case with learners. At this school, everyday after break, learners saunter into the classrooms from the township and the school yard thirty minutes or more late; while some of the educators spend their time in the staff-room.

The actions of some educators sketched above constitute misconduct in terms of section 17(1)(d) of the EEA, in that they are negligent or indolent in the carrying out of the duties attached to their posts. As a result of this misconduct, the educators of the above-mentioned school produced poor matric results. In 1999, there were 121 Grade 12 learners at that school. Out of this number, 4 obtained a university entrance, while 26 obtained school leaving certificate, and 91 failed the Grade 12 examination. This means that only 30 learners or 24,79% passed, and that their failure to adhere to time and to keep to it contributed to a 75,21% failure rate (The Grade 12 examination results, 1999: Odendaalsrus District Office).*

Evenden and Anderson (1992:281) hold the view that an educator who does not manage his or her time well is not accepted by other educators, and this leads to poor interpersonal relations and inadequate co-operation among the educators. Their view is supported by the fact that some of the educators in some of the schools in Mpumalanga failed to report for duty on Mondays, and they arrived daily at schools a few hours before the end of the school day, while on Fridays they left the schools as early as ten o'clock in the morning (cf. paragraph 2.2.4). The behaviour of those educators suggests that there was no co-operation between the educators and their principals, and it also prompts one to deduce that a poor relationship between the principals and the educators of those schools exists.

A school where time is ineffectively managed does not have objectives, or if ever there are some, they are unclear and confused as a result of which a principal does not perform the way he or she should (Evenden & Anderson 1992:281). From the behaviour of the educators of the above-mentioned schools, it can be deduced that there is no delegation and control, and as a result of this, objectives and priorities are not clearly defined, and this leads to their not being accepted by all concerned; hence the mismanagement of time by the educators mentioned above. The educators who do not come to school on certain days and who go home before the end of the school day as is the case with the educators discussed in paragraph 2.2.4 create the impression that they do not have objectives and priorities.

* The name of the school and the educator cannot be named to protect the school and the educators' identity.

The problem of mismanagement of time is surmountable. A principal of a school can solve this problem by confronting those who flout the stipulation of time or the paragraph that deals with time in the school policy. When tackling this problem, a principal must be frank in discussing it with his or her educators (Evenden & Anderson 1992:141). In addition to this, Whetten and Cameron (1998:102) maintain that the problem of time could be solved if a principal holds meetings regularly whereby the educators are reminded about a deadline or during which a principal pressurises educators to conform to a time limit.

4.3 Principals as leaders in a school setting

4.3.1 Impact of misconduct on the leadership skills and techniques of principals

4.3.1.1 Leadership vision

Effective leadership makes things happen under any conditions, situations and circumstances. In order for him or her to lead the organisation effectively, a leader must have a strong belief in a vision. Charlton (1993:47) defines a vision as "a picture, target or goal of the future that is realistic, credible and consequently better than the present." Similarly, Daft (1999:126) defines a vision as "an ambitious view of the future that everyone in the organization can believe in, one that can realistically be achieved, yet offers a future that is better in important ways than what now exists." The foregoing definitions of a vision entail the visualised goals of the future that are better than the present ones, and the realistic goals that are achievable in common.

The above-mentioned definitions also imply that men and women who are in leadership must have a vision, and that they must also believe in what they do because believing in oneself and having a vision as to where one wants to take the organisation which one leads to, is of the utmost importance (Hersey *et al.* 1996:92). In addition to this, the above-mentioned definitions imply that the present is connected with the future by the vision that a leader has. More importantly, a vision helps a leader to set standards, to motivate subordinates, and to provide meaning for what his or her followers are doing in the organisation (Daft 1999:127). Lastly, from the definitions, it becomes clear that a leader who accepts responsibility is able to make things happen.

In an organisation achievement of goals does not happen accidentally, but, it is predetermined by a leader. There are pre-planned actions which are made known to the followers beforehand, and

which are clarified in view of making them understood before they are put into practice. A principal is a leader in his or her own right at his or her school. It is therefore expected of a principal to worry about the future of a school, and to have a vision as to where he or she wants to take a school. Such a principal will always have a clear plan of action (Hersey *et al.* 1996:92). A clear plan of action helps a principal and educators to understand the purpose, objectives and priorities of a school, and it also fosters team work (Yukl 1998:342).

A principal, as a leader, can only succeed in effectively leading a school if he or she has an idea, a framework and a mental plan. A principal who is not a visionary retards the progress of a school, and he or she also under-performs. Similarly, a principal who is a visionary, and who realises it, is followed by educators, and his or her school becomes a powerful organisation (Hersey *et al.* 1996:92). A leader's vision must be articulated in such a manner that it becomes a reality to a school as an organisation. This could be done by communicating it to the educators repeatedly. Meetings, circulars, school magazine and the workshops that are organised internally could help in this regard (Yukl 1998:342).

A school as an organisation is in existence to pursue objectives. If it were not for the objectives that a school pursues, it would not be necessary for it to exist. Among others, a school pursues desired academic results and successful educators and learners' performance. However, there are factors that influence the achievement of objectives such as the situation and the organisational activities. It is incumbent on the principal as a leader to influence activities that are carried out in a school situation. In spite of the fact that there is resistance in a school as an organisation, a principal who has a vision is likely to turn things around (Hersey *et al.* 1996:93).

Monama and Makunene (1999:2), Makapela (1997:18) and Mamaila (2000:6) hold the view that both educators and learners misconstrue democracy and freedom. To them these mean that everyone is entitled to do what pleases him or her at any time. This attitude has negatively affected the power and the authority of the leadership in some schools that were controlled by the erstwhile DET. For example, some unionised educators abuse their rights by transcending their scope of operation or their domain thereby watering down a leader's vision. Mothapo (1997:10) supports this by pointing out that they do not want to change, as they are still clinging to the old defiance campaign strategy which were used by political activists who aimed at destabilising the country during the political struggle. Another point which needs to be mentioned is that the ruling party came into power because it made use of SADTU to topple the then National Party

government. It is because of this reason that SADTU is riding on its high horse (Appollis 1999:10).

Apart from the internal factors that impact adversely on the principals' leadership vision, such as the ones mentioned above, there are external factors which may impact on the principals' leadership vision such as politics, economy, technology, environment and culture (Hersey *et al.* 1996:93). As has already been mentioned, political activities in the workplace constitute misconduct in terms of Chapter 2, regulation C.3.7 of the PSA Regs (No. R. 679 of 1999). For instance, it was noticed that some of the educators abandoned learners to pursue political issues during working hours (cf. paragraph 2.3.6). The educators who ignored the visualised objectives, the set standards and performance impacted negatively on the principals' vision.

Each school strives towards achieving success. However, success can only be achieved if a principal has a vision as to how he or she wants to realise the results that will lead to success. In order to achieve success, a principal should effect change where necessary. For instance, a plan which does not work must be changed into something else thought to be the best. More importantly, this something else must be implemented by a principal. It is of no use to have beautiful plans and strategies that are not implemented (Hersey *et al.* 1996:94). The success of the principal's vision may be negatively affected by educators who abuse alcohol and drugs because such educators carry out their responsibilities with a low level of commitment which results in a vision not being turned into results (cf. paragraphs 2.2. & 2.2.7).

Vision and mission are concepts which are interrelated, but which are not the same. These concepts are normally used side by side by organisations. Daft (1999:133) defines mission as "the organization's core broad purpose and reason for existence . . . and it provides a basis for creating the vision." Yukl (1998:443) points out that the mission is an element of a vision, and he also indicated that each and every organisation formulates its own mission statement. According to him "the mission statement usually describes the purpose of the organisation in terms of the type of activities to be performed for constituents or customers."

In the light of the foregoing paragraphs, it becomes clear that a mission indicates the intention of the existence of a school as well as the service that a school intends delivering to the learners. A mission of a school may be formulated as follows: To provide quality education for the learners. According to Daft (1999:133) a vision can be derived from the mission of an organisation. For

instance, questions asked by Hersey *et al.* (1996) namely "Where do the managers want to go and how do they want to go there?" can help principals to develop a vision and a mission. A principal may ask questions such as the following: What do I want the school to do for the learners? How do I want to achieve this for the learners?

The hypothetical mission statement mentioned above cannot come to fruition unless there is co-operation, commitment, loyalty and responsibility on the part of educators. The quality education to be provided to learners is a fallacy if educators lower the standards by continually committing misconduct such as dishonesty, drunkenness, gross negligence, persistent idleness, indolence and absenteeism (cf. paragraph 2.2). The transgression of a code of conduct as mentioned above suggests that insufficient work is given to learners, and in the event where learners are given fraudulent examination reports, this suggests that they do not get what is due to them, and that the vision of a principal as a leader as well as the mission of a school are adversely affected.

4.3.1.2 Effective communication

Communication as an element of leadership is a broad concept which has been explored by many scholars of organisations. Research has shown that communication is the cornerstone of any organisation and that without sound and effective communication, organisations would perish (Daft 1999:155). Effectiveness is defined by Boone and Kurtz (1992:12) as the "extent to which a manager or organization achieves a goal or task." In this context, effective communication would mean the extent to which a leader's communication achieves the intended goal or objective. If communication does not attain its objective, it is said to be ineffective. Communication is defined by Daft (1999:155) as "a process by which information and understanding are transferred between a sender and receiver."

In the above definition of communication, a sender and a receiver are mentioned. For the purpose of this study, a sender is a leader and receivers are followers. More importantly, there must be feedback in every communication in order to make sure that the message has been received and interpreted the way it was intended by the sender (Evender & Enderson 1992:90). In the light of the foregoing exposition, it becomes clear that there are three elements of communication namely a sender, a receiver and feedback, and that these elements are always there in both the manager's and leader's communication. The following figure represents the elements mentioned above: