

Principals' understanding of their readiness to implement the policy on the South African Standard for Principalship

by

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DECLARATION

I, Nkuna Mzamani Eliah, hereby declare that the thesis, Principals' understanding of their readiness to implement the policy on South African Standard for Principalship, is my original work. All sources that were used and quoted have been acknowledged in the reference list.

Nkuna Mzamani Eliah

Date

DEDICATION

This thesis is dedicated to my family, Nyikani, Tintswalo, Hoxani, Phindhani, Somisa, Ntshembo, Yinhla, Xivumbiwa, without whose support I could never have completed the work. My friends, Sambo S.I. and Baloyi D.G., colleagues, my manager and spiritual father, Dr Chabalala M.S., for their support and encouragement during my research and for allowing me to use resources available at the workplace. I could not have done it without them.

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- The principals who participated in this study for their consent and sharing their understanding of the Policy on the South African Standard for Principalship with me.
- My language editor, Cillie Swart, for editing this thesis to enhance its quality.

ABSTRACT

Title: Principals' understanding of their readiness to implement the policy on the South African Standard for Principalship.

The failure to implement policy has become a thorny issue in most organisations around the world and in South Africa. The blame for policy implementation failure has been placed on the lack of measuring readiness to implement in many organisations. The purpose of this study was to explore principals' understanding of their readiness to implement the policy on the South African Standard for Principalship (PSSP). The PSSP is a newly published DBE policy that requires principals to implement it, which is why there is now a special focus on their understanding of how ready they are for its implementation. This study will contribute to the literature on readiness and policy implementation globally and within the South African context. The study used a case study research design and semi-structured interviews to gather information about the understanding of principals of their readiness to implement the PSSP. The study employed purposive and convenience sampling strategies to select fifteen principals to participate in the research. An invitation was extended to the principals through a consent form that contained information about confidentiality and the right to withdraw, which the participants were expected to sign before commencing with data collection. The main questions were based on how principals understand their readiness to implement the PSSP, their motivation to implement the PSSP, challenges of implementing the PSSP, factors that could contribute to the implementation of the PSSP, their capability to implement the PSSP, and their perception about the implementation of the PSSP. The data collected through interviews was transcribed verbatim. Data analysis was conducted through categorisation into themes and presented with direct quotations from the participants. The study showed that although principals have some level of understanding of the PSSP from personal reading, they have not received training on the policy, which resulted in the conclusion that the DBE has not yet established principals' readiness to implement. Despite the lack of establishing readiness to implement on the part of the DBE, the study found out that principals have both intrinsic as well as extrinsic motivation to implement the PSSP. These motivators can be cancelled by the perceived challenges in implementing the policy. It was found out that principals perceive training and awareness creation as a possible solution to their little understanding of PSSP.

ACRONYMS AND ABBREVIATIONS

DBE – Department of Basic Education

EEA – Employment of Educators Act

ELRC – Education Labour Relations Act

FFLC- Foundations for learning campaign

IQMS – Integrated Quality Management System

LTSM – Learning and teaching support material

NEPA – National Education Policy Act

OBE – Outcomes based education

PED – Provincial Education Department

PSSP – Policy on the South African Standard for Principalship

QLTC – Quality learning and teaching campaign

QLTC – Quality learning and teaching campaign

SACE – South African Council for Educators

SASA – South African Schools Act

SGB – School-Governing Body

SMT – School management team

ETHICS CERTIFICATE



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Faculty of Education

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- Compliance with approved research protocol,
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- Adverse experience or undue risk,
- Registered title, and
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LANGUAGE EDITING



1 April 2020
Pretoria, South Africa

To whom it may concern,
I hereby confirm that I undertook the language editing for the thesis,

***PRINCIPALS' UNDERSTANDING OF THEIR READINESS TO IMPLEMENT THE
POLICY ON THE SOUTH AFRICAN STANDARD FOR PRINCIPALSHIP***

by

NKUNA MZAMANI ELIAH

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CHAPTER 1

OVERVIEW OF THE STUDY

1.1. INTRODUCTION AND BACKGROUND

The implementation of policies in education around the world and particularly in South Africa has in most cases been met with little success (Ochurub; Bussin & Goosen, 2012; and Borragerio, 2012). Ochurub *et al* (2012) believe that this unsuccessful implementation of policies is caused by lack of readiness to implement on the part of employees and lack of connectedness between policy and practice on the part of government (Jansen, 2000). Moreover, Howlett, Ramesh & Wu (2015) are of the view that the unsuccessful implementation of policies is because stakeholders responsible for policy formulation who do not concern themselves with measuring the readiness to implement in employees. Walinga (2008) is of the view that readiness to implement is a critical indicator of the success of policy implementation in education. Unfortunately, many education policies have failed to meet the desired goals due to failed implementation (Ahmad, 2012). Howlett *et al* (2015) attributes failed policy implementation to a lack of measuring readiness to implement. This prevalence of failing policy implementation and the scarcity of literature on readiness to implement (Weeks, Roberts, Chonko & Jones, 2004), has prompted the researcher to undertake this study to explore principals' understanding of their readiness to implement the policy on South African Standard for Principals hereafter referred to as the PSSP.

Policy implementation is facing challenges in most developing and African countries. According to Singh & Rajakutty (1998), a mass literacy programme that aimed at improving the literacy level of primary school learners failed at its implementation stage in India. According to Singh & Rajakutty (1998), the lack of readiness to implement exacerbated the problem. In Pakistan, Mustafa (2004) reported failure of the Social Action Programme aimed at improving the involvement of social stakeholders such as parents in schools. The programme implementation failed due to factors such as unclear goals, lack of political commitment, lack of governance, and lack of measuring readiness to implement. Similarly, in most African states, policy implementation faces challenges at the implementation stage, which makes it difficult to address the major problems that their formulation would have aimed to solve (Borragerio, 2012). In Nigeria, the Department of Education formulated a policy on "Free education for all" which could not be maintained due to poor implementation caused by lack of readiness to implement (Walinga, 2008).

South Africa faces the same dilemma when it comes to policy implementation. After 1994, the Department of Education (DoE), now the Department of Basic Education (DBE), in many instances published policies, especially those related to curriculum changes that were unsuccessful (Jansen, 2001). In 1997, the Minister of Education adopted the Outcomes-Based Education (OBE) from Canada and Australia and named it Curriculum 2005 (Jansen, 2000). Curriculum 2005 failed to reform education due to poor implementation and the DoE had to change it into the present National Curriculum Statement. According to Jansen (2000), the failure by the DoE to implement OBE successfully can be attributed to a lack of readiness to implement on the part of various stakeholders, including the Provincial Departments of Education, districts, circuits and schools. Jansen (2000) insists that the situation could have been prevented if the DoE had taken the time to make plans for implementing formulated policies and measure the readiness of stakeholders to implement them.

In 2016, the Minister of the DBE, Mrs Angelina Motshekga, in conjunction with the Council of Education Ministers, published the PSSP in line with section 3(4) of the National Education Policy Act, 27 of 1996 (DBE, 2016). Through this policy, the DBE aims to clarify the role of school principals by providing key roles and competencies, as well as a clear role description of their job by setting out what is required of them to fulfil their daily duties in leading and managing schools (DBE, 2016). According the DBE, the policy aims at enhancing the management and leadership capabilities of principals to improve the way they manage schools and ensure quality of work. In light of the high failure rate of education policies in most African states including South Africa (Ochurub *et al*, 2012; Walinga, 2008; and Bedser, 2012), the question is: how do principals understand their readiness to implement the PSSP? The aim of the study was to explore principals' understanding of their readiness to implement the PSSP. The study focused on principals of primary and secondary schools in South Africa.

1.2. RATIONALE FOR THE STUDY

My motivation for undertaking this study arose from the recent publication of the PSSP in March 2016, which ignited in me a curiosity to want to explore principals' understanding of their readiness to implement the PSSP. The DBE has a history of failed policy implementation. OBE represents one good example of failed policy implementation (Badugela, 2012). Badugela notes that OBE implementation failed because the stakeholders (teachers, principals, subject advisors and unions) were not ready to implement it. As Weiner (2009) observes, failure to implement policies is often the result of insufficient readiness to implement. Weiner

(2009) insists that this failure to implement policies can only be avoided if organisations can measure the readiness of their employees to implement them.

Today, principals are on the verge of implementing another DBE policy but the problems that have previously resulted in unsuccessful implementation are still prevalent. Although there is evidence of studies around the world on policy implementation failure (O'Brien, 2008; and Carter, Gibber & Goldsmith, 2002) and in South Africa (Lane, 2007 and Calder, 2013), and change management (Weeks *et al*, 2004 and Bedser, 2012), there are few studies in South Africa on measuring readiness to implement. Borragerio (2012) conducted one notable study, but the focus was on measuring readiness to implement in a non-education related organisation. According to the researcher's interrogation of the literature, there is a gap when it comes to studies that focus on measuring readiness to implement, specifically in education.

This study aimed at adding literature on exploring readiness to implement and policy implementation in education. In addition, the recent publication of the PSSP has also generated an interest to undertake the study to assist the DBE in measuring the readiness of its principals to implement it. The study could also raise awareness, especially at the DBE, to establish readiness and measure the readiness of principals before the implementation of the PSSP.

1.3. STATEMENT OF THE PROBLEM

Policy implementation in education globally has been less successful (Hanning, 2010; and Gonaseelan, 2008). Ochurub *et al* (2012) insist that this unsuccessful implementation of policies is a result of policy managers' lack of readiness to implement. Additionally, Gonaseelan (2008) and Dijana (2008) argue that the failure to measure readiness to implement is the main cause of policy implementation failure. Ochurub *et al* (2012) believe that the ability of organisations to measure the readiness of employees to implement policies can contribute to their success, when coupled with planning change in a systematic, clear and straightforward manner. Moreover, Bedser (2012) adds that measuring readiness to implement is a vital factor that can assist organisations in gaining foresight on imminent challenges that can hinder its success along the way. According to Weiner (2009), the determinants of readiness to implement are motivation, perceived capabilities and contextual factors. When individuals and organisations are motivated to implement a policy and perceive that they have the capability to do it, and contextual factors such as financial resources, human and politics are in favour of implementation, they get into a state of readiness to implement.

Unfortunately, evidence provided in the literature regarding the failure to implement policies (Jamila, 2012; and D’Ortezio, 2012) indicate that many organisations do not concern themselves with measuring readiness to implement. According to Boikhutso (2013), this unsuccessful implementation of policies has had a negative effect on education in South Africa. Boikhutso (2013) indicates that it has resulted in the slowing down of curriculum reform. In support, Jansen (2001) laments that education policy failure in South Africa has resulted in ineffectiveness in schools. Jansen (2001) believes that this ineffectiveness is the consequence of principals still using outdated practices, especially in the areas of learner discipline and curriculum management. Furthermore, Jansen (20001) indicates that lack of reform is the reason why principals still stick to outdated practices. This can be attributed to poor implementation of policies in education. The assumption is that if the DBE fails to measure the readiness of principals to implement the PSSP, they might overlook the important factor of finding out whether principals are ready to implement it. Such readiness is often key for policy success. Borragerio (2012) supports this sentiment and points out that measuring readiness to implement can have a bearing on the successful implementation of policies.

Presently, the DBE has published the PSSP, which requires principals to implement it. Jansen (1998) has highlighted that failure of policy implementation in schools is partly due to the efforts of principals. Based on literature that agrees that the majority of policies implemented in schools often fail due to lack of readiness to implement (Jamila, 2012; and D’Ortezio, 2012), how do principals understand their readiness to implement the PSSP.

1.4. RESEARCH QUESTIONS

The study consisted of the following main research question and sub-questions.

How do principals understand their readiness to implement the PSSP?

The following sub-questions were formulated to address the main research question.

- How do principals understand the PSSP?
- What motivates principals to implement the PSSP?
- What capabilities do principals possess to implement the PSSP successfully?
- Which factors can contribute to successful implementation of the PSSP?
- Which challenges encountered by principals can contribute to the unsuccessful implementation of the PSSP?
- How do principals perceive the implementation of the PSSP?

1.5. AIM OF THE STUDY

The aim of the study was to explore principals' understanding of their readiness to implement the PSSP.

1.6. PRELIMINARY LITERATURE REVIEW

The preliminary literature review in this topic focused mainly on the concept of readiness, readiness to implement, and policy implementation. It also provided background on the PSSP.

1.6.1. The Policy on the South African Standard for Principals (PSSP)

The DBE believes that this policy will assist in establishing clear standards of what is expected of principals about management and leadership in schools (DBE, 2016). In other words, the PSSP provides guidelines on expected capabilities, competencies and roles of principals. The DBE believes that mastering those competencies will improve principals' management and leadership capabilities, which will in turn increase performance in schools (DBE, 2016). According to the DBE, the main aim in publishing the PSSP is to improve the quality of management and leadership capabilities of principals. This improvement in quality will be seen in the functioning schools. The DBE proposes to achieve this quality by addressing poor leadership and inadequate performance. The DBE believes that poor management and leadership cause poor performance in schools, and that there is therefore a need to improve the performance of schools through a radical change in the way schools are managed. The DBE proposes to achieve this by taking into consideration specific economic, social, political and other factors and circumstances in South Africa (DBE, 2016).

The DBE also aims to use the PSSP as a springboard for developing appointment programmes for principals in South Africa. According to the DBE, the PSSP will assist in developing and implementing a system of career pathing for principals (DBE, 2016). It can simply mean that the DBE might take a decision to revoke the present criteria used in the appointment process and amend it in line with the PSSP. Another purpose of the PSSP is to use the policy to develop a framework for establishing programmes for developing management and leadership in aspirant and existing principals to capacitate them to lead and manage schools to achieve the desired quality. The DBE believes that this can be achieved by developing management and leadership capabilities of principals through workshops, insert courses, coaching and seminars (DBE, 2016). The PSSP also aims at assisting principals in promoting the best quality in schools in terms of teaching and learning (DBE, 2016). According to the DBE, principals

need to work with other stakeholders with an interest in schools to achieve the required quality. The view of the DBE is that schools cannot achieve quality without the involvement of stakeholders (DBE, 2016).

The PSSP provides eight-core purpose of principals in South African schools. In relation to the PSSP, these core purposes serve as key responsibilities of principals. They include leading teaching and learning, shaping the direction and development of the school, managing the quality of teaching and learning and securing accountability (DBE, 2016). Other core-purposes include developing and empowering self and others, managing the school as an organisation, working with and for the community, managing human resources in the school, and managing and advocating extra-curricular activities. The PSSP also makes provision for specific knowledge, skills and activities that principals have to master to satisfy each core purpose (DBE, 2016).

1.6.2. Definition of readiness

Weiner (2009) defines readiness as the psychological and behavioural preparedness to act. Weeks *et al* (2004) defines it as the degree to which an individual or community is prepared to participate in an initiative, and says it is gauged by assessing the individual or community's relative advancement in the areas that are most critical to the adoption of an action. A critical look at the two definitions highlights readiness as involving a willingness to prepare oneself or an organisation to undertake an activity. This preparedness can arise when an individual or organisation is stimulated by the policy to the extent that they begin to plan for it. The planning of the policy involves a mental change to either accept or reject it. This planning can be carried out by initially evaluating opportunities and challenges brought about by the activity. If the individual or organisation perceives that the opportunities are great and that the challenges can be surmounted, they move into a state of readiness. Readiness can also be strengthened when the individual or organisation perceive that they are receiving the required support from management. This support should be in the form of advocacy, training and perceived continued support throughout the implementation of the policy.

1.6.3. The concept of readiness to implement

Various definitions of readiness to implement exist, but they all seem to have a common basic meaning. Abdel-Ghany (2014) defines readiness to implement as the degree to which an individual or individuals are psychologically inclined to accept, embrace or adopt a particular

plan to change their behaviour. Walinga (2008) defines it as a condition in which one is best prepared to change internally because one is best prepared for changes in the environment. From the two definitions provided by the scholars, it becomes clear that readiness to implement begins within an individual and it is a reaction to certain stimuli from the internal and external environment. For an individual to be ready to implement, there must initially be something that triggers the intellectual mind. Gonaseelan (2008) concurs with an argument that when an individual is ready to implement, the person becomes ready to alter inborn or previously acquired behaviour in favour of desired behaviour. In support, Weeks *et al* (2004) infer that readiness to implement is a psychological indicator of the behaviour of either declining or embracing an initiative. In addition, Gravenhorst (2003) provides that readiness to implement involve a transformation of an individual's cognition to the extent that the person sees a need to alter behaviour that no longer suits the situation.

Horworth & Morrison (2000) indicate that readiness to implement can be measured at either an individual or an organisational level. At the individual level, it involves a person's psychological state where the individual, through interacting with a stimulus, develops a stance to either accept or reject it (Hawley, 2012). Hawley (2012) further indicates that the decision to accept or reject the stimulus is influenced by the individual's perception of self-efficacy, fear of what the initiative might bring, and job descriptions. Other factors influencing readiness include role overload, and perceived benefits and disadvantages (Hawley, 2012). According to Horworth & Morrison (2000), readiness to implement at an organisational level involves a collective activity. At this level, individuals within the organisation have common perceptions about the impending initiative and there is a need for collective decision-making. Horworth & Morrison (2000) insist that at this level, accepting or rejecting the initiative can be influenced by factors such as organisational climate, change efficacy, information circulation and collaborative participation in planning and carrying-out activities related to the initiative.

My own definition of readiness to implement is that it involves an individual's paradigm shift of thinking and doing things to the degree that the individual becomes ready to sacrifice inborn and previously learned behaviour to embrace new ones. The sacrificing of learned and inborn behaviours is weighed against impending loss or benefits associated with the initiative and levels of motivation of the individual. If the individual believes that there is more to gain during the initiative, he or she becomes motivated to accept it. If this phenomenon is present, the individual can be said to be ready to implement.

Readiness to implement plays an important part in the success of policies (Weeks *et al*, 2004) and for this reason, it is important to measure readiness before implementation (Abdel-Ghany, 2014). Not measuring readiness to implement can result in missing important indicators for resistance towards change. Cunningham, Woodward, Shannon, MacIntosh, Landrum, Rosebloom & Brown, (2002) agree that an understanding of the indicators that influence it is imperative in measuring readiness to implement both at an individual and organisational level.

1.6.3.1. Determinants for readiness to implement

Weiner (2009) points out that the determinants of readiness to implement include change-efficacy or self-efficacy or capabilities for individuals, change valence or motivation, and contextual factors. Weiner (2009) describes change efficacy as organisational members' shared belief in their collective capabilities to implement a policy. The shared belief is influenced by the presence of resources such as available resources, an understanding of what the policy entails, the time required to implement, as well as the process of actions to be taken, task demands and environmental factors at play both within and outside the organisation. Carter *et al* (2002) describe change valence as the motivation of organisational members to implement a policy. According to Carter *et al* (2002), motivation is influenced by factors such as interest, autonomy and willingness. Gazavi, Nasr, Tafari & Mosapour (2016) indicate that contextual factors also play a vital role in creating or diminishing readiness to implement. Gazavi *et al* (2016) reveal that these contextual factors include organisational culture; organisational policies and procedures; past experiences associated with change; organisational members' attributes; and availability of resources.

1.6.3.2. The importance of measuring readiness to implement.

As observed by Ochurub *et al* (2012) and Menhyk (2016), readiness to implement is considered a critical indicator for the success of policy implementation in organisations, and in most cases, policy failure is attributed to lack of measuring readiness to implement. According to Ochurub *et al* (2012), readiness to implement is the best indicator of how an organisation will respond to the introduction of a policy. Abdel-Ghany (2014) indicates that the benefits of measuring readiness to implement include assisting implementers in identifying gaps that may exist between the expectations of the target group and those of implementers and assisting them in developing a strategy for implementing the policy. My understanding is that policy managers should first deal with the gaps in order to reduce resistance. In addition, for policies to be

implemented successfully, it is imperative that managers should first measure whether individuals and the organisation are ready for the policy. Failure to do so may result in disaster. According to Bedser (2012), previous experiences regarding policy implementation can also have a bearing on current implementation. Previous experiences that members may be harbouring can positively or negatively affect implementation. It therefore becomes important to assess whether the target group is ready to implement. To this end, implementers need to assess the levels of self-efficacy and motivation of people in the organisations against the demands presented by the policy. Ochurub *et al* (2012) opined that when readiness to implement is low, people are likely to resist the policy, resulting in wasted resources and time. To avoid the risk of wasting time and resources in implementing policies that might possibly fail, implementers should initially measure readiness to implement in members as well as that of the whole organisation.

1.6.3.3. Factors influencing readiness to implement

Cunningham *et al* (2002) have identified various factors that can contribute to readiness to implement. Cunningham *et al* (2002) have found that having a sense of readiness to implement can be generated through consistent leadership messages or information; information sharing through social interactions; sharing of experiences regarding the policy; and fine-tuning of processes such as attracting, selecting and appointing capable, skilled and knowledgeable staff. Walinga (2008) discovered that readiness to implement could be influenced when implementers in senior positions create an awareness or sense of urgency about the policy. Furthermore, Walinga (2008) claims a strong link between the support shown by the policy managers and readiness to implement. Moreover, Walinga (2008) has observed that showing visible support to the target group affected by the policy can assist in creating a sense of togetherness and motivation for the cause.

Weiner (2009) discovered that demonstrating the need for implementing the policy could positively influence readiness to implement. Weiner (2009) observed that when policy managers communicate strong reasons for implementing a policy in an explicit, clear and understandable way, it becomes easier for members to accept it and be ready to implement. Self-efficacy is another factor that can influence readiness to implement (Cunningham *et al*, 2002). McNamara (2009) posits that it is motivating when members have a sense of their own ability to successfully implement a policy. Moreover, Cunningham *et al* (2002) add that readiness to implement can also be influenced by policy managers providing a platform for the

target group to participate in the process by promoting collaboration. Hawley (2012) also discovered other factors that contribute to readiness to implement. These factors include buy-in by people, motivation, and availability of resources, organisational climate, staff attributes, and the ability to plan and coordinate implementation among stakeholders.

1.6.3.4. Factors limiting readiness to implement

According to Bedser (2012), readiness to implement can be limited by various factors. Bedser (2012) infers that a lack of communication and poorly communicated information can adversely affect the readiness to implement. Bedser (2012) insists that policy managers should be able to communicate clearly about why the policy is necessary and should be able to portray clearly, what the future holds with regard to the policy. Lane (2007) laments that in many cases where there is policy failure; it is due to poorly communicated information. Lane (2007) has also noted that readiness to implement can be limited when implementers act in inconsistent ways. According to Lane (2007), this can occur when they fail to plan implementation of policies in an organised manner and it result in unsystematic and haphazard activities. Lane (2007) also believes that providing members with limited opportunities to interact and share information is a sure way of limiting readiness to implement. Lane (2007) has also observed that for policy managers to create a sense of readiness, they need to work in collaboration with others to develop sure-proof activities and processes that allow people to be highly involved in all activities related to policy implementation. Weeks *et al* (2004) found that readiness to implement could also be limited when people do not share the same experience regarding the phenomenon. This might mean that for a policy to succeed, policy managers should conduct the process at different levels of the organisation so that the people who are immediately affected are those who share common experiences.

1.6.4. Policy implementation

Rahmat (2015) refers to policy implementation as the point during a policy process when the law is put into effect to solve the problem that prompted policy formulation. Howlett *et al* (2015) refers to it as the activities of public or private individuals, groups and departments, which are directed at the achievement of objectives, set down in the policy. The concept policy implementation originates from the word *implementation*, which refers to the process of changing an idea from concept to reality (Smith, Hurth, Pletcher, Shaw, Whaley, Peters, & Dunlap (2014). Policy implementation involves the achievement of goals. It is also a process

in which stakeholders strive towards this goal. It involves the actions of individuals and groups who work towards achieving the desired goals. According to Rahmat (2015), policy implementation works as a vehicle that allows objectives of a policy to be changed into outcomes of government activities.

1.6.4.1. Stakeholders involved in policy implementation

According to Howlett *et al* (2015), policy implementation involves the responsibility of various stakeholders. It includes the legislature; the judiciary (courts of law); interest groups such as political parties and unions; and target groups.

Legislature

The legislature is an agency of the parliament that is involved in policy formulation and implementation (Howlett *et al*, 2015). Howlett *et al* (2015) indicate that it includes the Member of the Executive Council (MEC) as its head and Executive Committees for various portfolios. In addition, the legislature is concerned with monitoring and assessing policy implementation.

The judiciary

The role of the judiciary in policy implementation is through the interpretation of statutes and administrative rules and regulations (Peters, 2001). According to Peters (2001), the main aim of the judiciary is to ensure non-violation of rights during policy formulation and implementation. Several scenarios may require the involvement of the judiciary during policy implementation. These scenarios include lack of jurisdiction, unlawful actions of authority, misrepresentation of facts, abuse of authority, and unprocedural actions (Peters & Pierre, 1998).

Political parties

According to Peters & Pierre (1998), political parties in parliament play a starring role in policy implementation. Political parties participate through their members of parliament such as MEC's who are involved in policy formulation and implementation (DeGroff & Cargo, 2009). As a member of either the ruling party or coalition, the MEC uses executive orders to influence policy implementation and appoint agencies to deal with the actual implementation.

Target group

Target groups refer to people who are affected directly by a policy (Behn, 2003). These people are most affected by policy implementation and can influence its success or failure (Behn, 2003). For policy implementation to be successful, policy managers should pay special focus to the target group by initially measuring their readiness to implement.

1.7. THEORETICAL FRAMEWORK OF THE STUDY

The study employed the theories of political symbolism (Jansen, 2002) and the two-factor theory (Herzberg, Mausner & Snyderman (1957)). The use of the two theories assisted the study in capturing its focus explicitly without favouritism or one-sidedness in the presentation of the literature review and later presentation of findings. The use of political symbolism served to augment the literature review on the influence of politics on policy formulation and implementation while the two-factor theory served to highlight the effect that employee motivation, perceived capabilities and contextual factors have on the success of policy implementation. These theories are discussed in detail in the next paragraphs.

1.7.1. Political symbolism

Political symbolism is a theory that was developed by Jansen (2002). It focuses on the influence that politics has on policy formulation and implementation in education in South Africa. The theory posits that the government is highly preoccupied with policy formulation with the aim of attaining political recognition and domination without focusing on policy practice (Jansen, 2002). The theory further postulates that government's lack of focus on real practice, while focusing on policy generation, has resulted in a lack of connectedness between policies and real education practice (Jansen, 2002). Jansen (2002) argues that in most cases where education policies are announced, there is often a gap between the policy and how it would be implemented. There are often no concrete plans for implementation. This has often led to policies that are formulated without ever being implemented and policies that have failed in implementation due to lack of implementation plans.

The theory suggests that the disconnection between policy and practice in education is due to a lack of capability in the government; the result of a large number of teachers who are under-qualified and who are burdened with the task of implementing policies; and political resistance in the white minority community (Jansen, 2002). In terms of the theory, government is still investing highly on policy making even though there is an obvious prevalence of disconnection between formulated policies and education practice (Jansen, 2001). The reason behind this incessant continuation of generating policies has to do with government (politicians) using

policy making as the ruling party's symbol of political dominance in the South African political landscape.

According to Jansen (2002), government employs political tactics to help explain the failure of policies that are formulated for dealing with service delivery. Jansen (2002) argues that this is a sign of formulating policies for political advertisement. According to Jansen (2002), some of the examples of government tactics in explaining away policy failure and which serve as a sign of political symbolism include:

- Government explaining that the period from 1999-2004 was the time for a radical move from the apartheid era and the integration of the new democracy. The explanation further indicated that service delivery would be achieved after the election of 2004. Literature on policy implementation failure has proven that this was only talk on the part of the government (Jansen, 2000) since policy failure in education is raging on unabated.
- The ruling party using policy formulation to sell their advantage in the eyes of the public, local and the international political arena,
- The lack of implementation plans by the bureaucracy following policy announcements,
- Developing policies that lack implementation plans,
- Formulating policies to purge out policies that were formulated by previous governments,
- Copying of international policies or policy borrowing to be seen to be hands-on in terms of bringing about change and development.

Jansen (2001) has revealed that most cases of policy failure can be attributed to the high politicisation of policy formulation where government forgets the important part of policy implementation and service delivery. The theory of political symbolism works well with this study, since the focus of the study emanates from the newly formulated PSSP, which requires education officials (principals, circuit managers and others) to implement it. The theory assisted in highlighting the danger of formulating policies without considering the real (school and classroom) practice and the lack of implementation planning that is prevalent in the South African education system.

1.7.2. Herzberg's two-factor theory

The two-factor theory is a motivation theory that was developed by Herzberg, Mausner & Snyderman (1957). It is based on human needs that produce motivation (Herzberg *et al*, 1957).

In terms of the theory, people are motivated when they are in contact with two groups of needs. These needs are referred to as motivators and hygiene factors. According to Herzberg (1966), motivators are generated from the work itself or can be said to be intrinsic to the work. In other words, an individual develops motivation from needs that arise due to the nature of the work itself. Herzberg *et al* (1957) posit that individuals are motivated by whether the work has the potential to bring achievement, recognition, responsibility, advancement and growth. Herzberg *et al* (1957) argue that motivators are long-term in the way they provide motivation. Once an individual has achieved motivation generated from these factors, it can become a lifetime affair.

On the other hand, there are also hygiene factors. According to Herzberg *et al* (1957), hygiene factors are needs that arise from outside the work. In this case, individuals are motivated by extrinsic needs that are born out of the desire to fulfil physiological needs as proposed by Maslow (1954). According to Herzberg (1966), hygiene factors include needs such as salary, status, job security, working conditions, supervision and company policy. Herzberg (1966) postulates that hygiene needs are short-term in nature. Herzberg (1966) indicates that individuals will always strive for renewal of the satisfaction gained from hygiene factors, and the absence of satisfaction can lead to reduced motivation. In other words, hygiene factors can be regarded as factors that contribute to reduced levels of motivation in employees.

Herzberg *et al* (1957) two-factor theory also complements the study well. The study focuses on principals' understanding their readiness to implement the PSSP. This readiness is brought to the fore through motivation (Dalton, 2003 and Weiner, 2009). The study aims to discover principals' motivating and demotivating factors with regard to the implementation of the PSSP, which relates to the motivators and hygiene factors as proposed by Herzberg *et al* (1957).

1.8. METHODOLOGY

Leedy & Ormrod (2010) describe research methodology as the approach the researcher takes to carry out the research, which also dictates which tools the researcher selects for the research. The methodology discussed the research approach, the position of the researcher within the study, research design, sampling, data collection, data analysis, trustworthiness and ethical consideration of the study.

1.8.1. Research Approach: Qualitative approach

The project employed a qualitative approach in carrying out the study. The aim of using a qualitative approach was to allow the researcher to gather rich descriptive data on the

principals' understanding of their readiness to implement the PSSP (Nieuwenhuis, 2013). According to Maree (2013), qualitative methods focus on developing an understanding of the phenomenon under study, and how individuals understand or view their world or natural context. In support, Nieuwenhuis (2013) concurs that qualitative research methods allow research to be carried-out in natural, real-life settings where participants experience the phenomenon first-hand. A qualitative approach also assisted the researcher to gather richer and thicker data (Creswell, 2013).

1.8.2. The position of the researcher within the study (Constructivism as research paradigm)

My stance as a researcher is aligned to social constructivism or what Creswell (2013) refers to as interpretivism. According to Cohen, Manion & Morrison (2009), social constructivism is a worldview that favours naturalistic approaches. In terms of social constructivism, the social world can only be understood through the views and interpretations of the individuals who are being investigated (Creswell, 2013 and Cohen *et al*, 2009). According to Creswell (2013), social constructivism involves the use of inductive methods and individuals' experiences in arriving at solutions in research. Accordingly, researchers rely on the experiences of the participants which is probed in natural context to make meaning out of the phenomenon being investigated (Babbie, 2016). In terms of Berg (2001), researchers in qualitative studies focus on how participants make meaning of the phenomenon under study.

1.8.3. Research Design

The study used a case study design. According to Riesman (2008), a case study involves the process of gathering information about a particular person, social setting, event or group in a systematically manner, to permit the researcher to effectively understand how it functions. In this study, the case study was used to explore principals' understanding of their readiness to implement the PSSP. The case that warranted investigating was the publication of the PSSP, which the DBE earmarked for implementation by principals. The problem in the case was whether principals understood the policy, which would result in the readiness to achieve a successful implementation. Creswell (2015) indicates that the purpose of a case study is to learn more about a poorly understood or little known situation. The case study was suitable for this study since it allowed the participants to provide explanations, experiences, attitudes, viewpoints and feelings about their understanding to implement the PSSP. In addition, Murchison (2010) states that a case study can be used to explore how an individual or

programme changes over time, because of certain circumstances or interventions. Murchison (2010) further declares that in a case study, the phenomenon is studied on-site within natural settings. In this study, the researcher also investigated the phenomenon within a context that is familiar to the principals (their work environment).

1.8.4. Sampling

Sampling was conducted in order to select the participants suitable for the study. Onwuegbuzie & Collins (2007) refer to sampling as a process of choosing a segment that represents the whole entity. Sampling in this study focused on the sampling strategy, the research population and the research site.

1.8.4.1. Research sample and site

The sample selected for this study were principals of both primary and secondary schools in Mopani district, Limpopo province. In this study, the researcher selected 15 principals to participate in the interviews. The selected principals were from the larger population of primary and secondary school principals in Mopani district.

1.8.4.2. Sampling strategy

The study employed two sampling strategies. The first sampling strategy used was **purposive sampling**. According to Murchison (2010), purposive sampling is a sampling strategy in which researchers intentionally select individuals and sites to investigate, learn and understand a central phenomenon. The researcher purposively selected principals of schools who were readily accessible, taking into consideration geography, time and availability. In this study, purposive sampling was suitable since it provided the opportunity to choose participants who were presently working as principals in schools, and who were directly affected by the PSSP and readily available. The reason for purposively selecting principals was that the DBE published the PSSP for principals to implement. The second sampling strategy employed in the study was **convenience sampling**. According to Hatch (2002), convenience sampling involves selecting individuals who are readily accessible at the time and possess the required characteristics to participate in the study. In terms of Marshall & Rossman (2010), convenience sampling has the advantage of being inexpensive and easy to conduct, which was beneficial to the success of the study. The convenience sampling strategy was also used in selecting principals. The selected principals were chosen because of their availability after some principals who were initially sampled could not participate due to commitments.

1.8.5. Data collection

In this study, data was collected using qualitative interviews as a data collection method. In terms of Willig & Stainton-Rodgers (2009), the qualitative approach was selected because of the idea of appropriateness of methods and theories as regards the issues under study. In this study, the most appropriate data collection instrument, and which had the ability to dig deeper for information in relation to the phenomenon under study, was interviews.

1.8.5.1. Interviews

According to Merriam (2005), an interview is used to identify the experience, views and feelings of the participants. The researcher used interviews to gather information on principals' understanding, views, and feelings of their readiness to implement the PSSP. It also served to explore principals' previous experience regarding policy implementation. Using interviews, the participants had a chance to share their opinions and understanding about their readiness to implement the PSSP. Brown, Sorell, McClaren & Creswell (2006) support that the aim of interviews is to discover what is on the participants' mind. According to Howitt & Cramer (2005), interviews seek knowledge from the participants and supply knowledge to the researcher.

1.8.5.1.1. Semi-structured in-depth interviews

In this study, the type of interviews used were semi-structured in-depth interviews. The semi-structured in-depth interviews allowed the researcher to probe a person's reasoning and do follow-ups from the leads in the participants' statements to obtain hidden information about the topic (Leedy & Ormrod, 2010).

1.8.5.1.2. Piloting the interview schedule

The researcher piloted the interview schedule before it could be administered to the research participants. According to Berg (2001), it is beneficial to pilot interview schedules before administering it to the actual participants. The interview schedule was piloted using three selected participants before it could be administered in the main study (Mertens & Ginsberg, 2009).

1.8.5.1.3. Procedure for data collection

The interviewing procedure began with simple questions requiring biographical information of the participants in order to establish rapport (Leedy & Ormrod, 2010). The interviews then

proceeded to prepared questions that were semi-structured and required that participants provide experiences, feelings, perceptions and understanding regarding their readiness to implement the PSSP (Maree, 2013). While conducting the interviews, the researcher used a video recorder to record participants' responses with their permission (Creswell, 2005). The researcher also conducted verbatim transcriptions of the interviews immediately after the process while the information was still new (Brannen, 2005). According to Creswell (2015), this is one way of ensuring trustworthiness of the collected data.

1.9. DATA ANALYSIS

According to Kelley, Clark & Sitzia (2003), the aim of data analysis is to summarise information to make it understandable and answer the research questions. In this study, data analysis was reiterative, and not only conducted at analysis stage, but also during data collection (Maree, 2013). The researcher analysed the data using inductive analysis (Nieuwenhuis, 2013). In terms of Maree (2013), the purpose of qualitative inductive analysis is to allow findings to emerge from the frequent major themes. In analysing the data, the researcher followed the guidelines suggested by Creswell (2015) which include identifying statements that relate to the topic; breaking the relevant information into groups; grouping statements into meaningful units; seeking divergent perspectives; and constructing a composite.

1.10. TRUSTWORTHINESS OF THE STUDY

In qualitative studies, it is important that researchers use instruments that exhibit both credibility and trustworthiness. According to Leedy & Ormrod (2010), credibility is the degree to which an instrument measures what it is supposed to measure. In ensuring the credibility of the interview schedule, the researcher developed the interview questions in consultation with people whom he regarded as experts in social research. These experts assisted in checking whether the questions were not ambiguous, did not contain offending questions and language, and had the ability to gather data that they were supposed to collect. According to Onwuegbuzie & Leech (2007), these activities can highly increase the credibility of a measuring instrument. Secondly, the researcher also had to make sure that the interview schedule was trustworthy. McMillan & Schumacher (2010) define trustworthiness as the consistency with which a measuring instrument produces the same result when the phenomenon being measured has remained constant. In order to make sure that the interview schedule was trustworthy, the researcher initially conducted piloting of the interview questions.

According to Gadd (2004), it is beneficial to conduct piloting of interview instruments. Gadd (2004) argues that piloting increases the trustworthiness of a measurement instrument. In ensuring the trustworthiness of the collected data, the researcher also recorded the interviews with a video recorder and transcribed them as soon as possible. Nieuwenhuis (2013) claims that transcribing interview recordings when the interview is still fresh on the researcher's mind is another way of ensuring trustworthiness.

1.11. ETHICAL ISSUES

After the defense of the proposal, the researcher applied to the University of Pretoria Ethics Committee for ethical clearance as well as permission to conduct the research in schools from the Limpopo Department of Education. Some ethical issues had to be resolved in the study. Firstly, the researcher had to look at the issue of informed consent. The researcher provided each respondent with a consent letter before the interviews. The consent letter contained information regarding the aim of the study, details and contact information of the researcher, and the right of withdrawal from the study. Layder (2013) indicates that both the research staff and respondents must be given clarification about the aim and methods of the research and any potential uses of the information gained from the research. Secondly, the researcher also considered the issue of confidentiality. The researcher ensured anonymity of the respondents by using codes or pseudonyms or fictitious names (Wiles, Graham, Heath & Charles, 2008). Layder (2013) indicates that researchers must always protect the identity of respondents. The researcher also ensured anonymity of the respondent by providing the information in such a manner that it would not reveal the source through eliminating the names of schools in which the principals worked. According to Onwuegbuzie & Leech (2007), researchers must not disclose information collected from participants to anyone. Thirdly and lastly, the researcher considered the protection of participants' interest. This was achieved by taking great care that participants were physically and mentally protected. The researcher achieved this by designing the interview schedule in such a way that the questions did not distress the participants, expose them to embarrassment, or puncture their self-esteem (Layder, 2013).

1.12. SIGNIFICANCE OF THE STUDY

The study was aimed at adding literature on measuring readiness to implement. Thus, it adds to the body of literature, which is presently saturated with literature on change management. The study also raised awareness, especially at the DBE, about establishing the readiness of

principals before implementing the PSSP. The study also created awareness at the DBE, principals and relevant stakeholders with an interest in education, about strategies for successfully implementing policies. The study also aimed to assist the DBE in measuring the readiness of its principals to implement the PSSP and in a successful and stress-free way.

1.13. LIMITATIONS OF THE STUDY

In this study, semi-structured interviews were employed to collect data on principals' understanding of their readiness to implement the PSSP. The study used a small sample of participants, and for this reason, the findings are not generalisable and are not representative of all school principals in the province. However, the findings of the study can be transferred and applied in similar situations dealing with policy implementation. The study only used male and female principals of primary and secondary schools in Mopani district. No other stakeholders were involved. The findings are based on what principals reported about their understanding of their readiness to implement the PSSP, with limited data to crosscheck the findings apart from examining what the participants provided.

1.14. CONCLUSION

This chapter has provided an overview of the study that included an introduction and background, rationale for the study, statement of the problem, research questions, preliminary literature review, research methodology, significance of the study and its limitations. The next chapter, Chapter 2 deals with a detailed literature review regarding the Policy on the South African Standard for Principals (PSSP), the concept readiness, readiness to implement including the determinants for readiness, importance of measuring readiness to implement, factors that can influence readiness to implement, and factors that can limit readiness to implement. The literature review will also focus on policy implementation with a special emphasis on the concept of policy implementation, stakeholders or agencies involved in policy implementation, factors influencing policy implementation and their role, challenges of policy implementation, and strategies to enhance effectiveness in policy implementation.

CHAPTER 2

LITERATURE REVIEW

2.1. INTRODUCTION

The previous chapter highlighted the need for measuring the target group's readiness to implement. The literature review focuses on the PSSP, readiness to implement, and policy implementation. It starts with an extensive discussion of the background of the Policy on the South African Standard for Principalship with a focus on legislation with a bearing on the PSSP, the content of the PSSP and its aims, leadership expectations of principals, and implications for principals and school education on the implementation of the PSSP. Secondly, it deals with readiness to implement, focusing on the concept readiness, readiness to implement, determinants of readiness, and the importance of measuring readiness to implement. Thirdly, it deals with policy implementation, focusing on the concept of policy implementation, stakeholders involved in policy formulation and implementation, factors affecting policy implementation, enhancing effectiveness in policy implementation and challenges of policy implementation.

2.2. BACKGROUND ON THE POLICY ON THE SOUTH AFRICAN STANDARD FOR PRINCIPALSHIP (PSSP)

The PSSP was published by the DBE in 2016 in the Government Gazette Number 39827 (South Africa, 2016), and headed by the Minister of Basic Education, Mrs. Angelina Motshekga in consultation with the Council of Education Ministers. The DBE believes that this policy will help establish clear standards of what it expects of principals about management and leadership in schools (South Africa, 2016). In other words, the PSSP provides guidelines on the expected capabilities, competencies and roles of principals when it comes to leading and managing schools to achieve quality. The PSSP also aims at providing guidelines on daily management and leadership practices for principals, which will improve school and learner performance (South Africa, 2016).

2.2.1. Legislations with a bearing on the PSSP

The PSSP is based on several pieces of legislation that also form the foundation of the South African education landscape. The main founding legislation that the PSSP is founded on include the Constitution of the Republic of South Africa of 1996; the National Education Policy Act No. 27 of 1996 (NEPA, 1996); the South African Schools Act, 84 of 1996 (SASA, 1996);

and the Employment of Educators Act, 76 of 1998 (EEA, 1998) (ELRC, 2003). Other legislation only made a minimal contribution and will therefore not receive attention here.

The Constitution of the Republic of South Africa of 1996

The Constitution of the Republic of South Africa of 1996, hereafter referred to as *the Constitution*, is the founding legislation that provides a foundation for all other legislation in the Republic of South Africa. The Constitution is a legally binding policy that governs all other legislation. Any legislation that is not aligned with it is regarded null and void (South Africa, 1996). In formulating the PSSP, consideration was given to the values and rights as embedded in the Constitution. Section 9 of the Constitution is one of the sections that has a bearing on education. According to section 9, everyone has a right to education, including adult basic education (ELRC, 2003). This right has been explicitly stated as a core purpose that principals need to uphold as guardians of children's education in schools. In implementing the PSSP, principals are tasked with the responsibility to be the guardians of children's rights, values and morals in schools. The policy aims to safeguard the right of children to education by ensuring that schools, and specifically principals as guardians of education, uphold the quality of education (South Africa, 2016).

National Education Policy Act, No. 27 of 1996 (NEPA, 1996)

The National Education Policy Act, No. 27 of 1996 hereafter referred to as NEPA (1996) contains the norms and standards for educators (South Africa, 1996). It also provides the seven roles of educators, which serve as guiding principles or job descriptions for the work of educators in schools (ELRC, 2003). These seven roles describe a teacher as a learning mediator; interpreter and designer of learning programmes and materials; leader, administrator and manager; scholar, researcher and lifelong learner; community, citizenship and pastoral role; assessor; and subject specialist (ELRC, 2003). A closer look at these roles as outlined in the NEPA (1996) reveals a strong relationship with the eight-core purpose of principals as outlined in the PSSP. The seven roles in the NEPA (1996) and the eight core purposes in the PSSP have similar expectations of principals in terms of how they are expected to work on a daily basis while leading and managing schools. Furthermore, the NEPA (1996) provides guidelines on the instructional time for subjects in schools (ELRC, 2003). These guidelines ensure that there is quality contact time with learners, which is also one of the core purposes of the PSSP. Moreover, the NEPA (1996) encourages educators to develop themselves and be lifelong learners in their profession as outlined in the criteria for the recognition and evaluation

of qualifications for employment in education (ELRC, 2003). The NEPA (1996) encourages educators to be lifelong learners by recognising qualifications for appointing educators to teaching and promotional positions. This assertion by the NEPA (1996) has provided the basis for the PSSP to expect principals to develop and empower themselves and others by providing all staff members in schools with opportunities for further development and learning (ELRC, 2003).

South African Schools Act, No. 84 of 1996

The South African Schools Act, 84 of 1996 hereafter referred to as the SASA (1996), also played a pivotal role in the formulation of the PSSP (ELRC, 2003). The SASA (1996) established strong proposals for parent involvement in governance in schools in the South Africa education context (ELRC, 2003). According to the SASA (1996), parents are afforded the opportunity to participate in school governing bodies (SGB) to help govern and oversee the education of their children (ELRC, 2003). The SASA (1996) provides for parents' participation in SGB's. It provides guidelines on how parents can participate in education through SGBs and promote the best interests of the school as well as ensure development through the provision of quality education for all learners in schools. Furthermore, the SASA (1996) declares that parents can accomplish this through the adoption of a code of conduct for learners; developing a mission statement of the school; appointing educators to work in the school; and managing school funds (ELRC, 2003). This declaration is further proposed by the PSSP as one of its core purposes. One of the core purposes of the PSSP is that principals are expected to work with and for the community (South Africa, 2016). According to the PSSP, principals, working in conjunction with parents and other stakeholders, need to collaborate to achieve quality in schools (South Africa, 2016). SASA (1996) also laid the foundation for the PSSP in its provision regarding compulsory learner attendance, admission, prohibition of corporal punishment, regulations and safety measures, and prohibition of initiation practices in schools. These provisions assist schools in being safe environments for learners (ELRC, 1996) which is also another core purpose of the PSSP.

Employment of Educators Act, 76 of 1998

The Employment of Educators Act, 78 of 1998, hereafter referred to as the EEA (1998), also contributed in the formulation of the PSSP. The EEA (1998) contains the conditions of service of educators specifically, such as time allocation, subject allocation and other curriculum issues affecting school business (ELRC, 2003). In the PSSP, these conditions were further elaborated

upon, to provide guidelines on the instructional management and leadership roles of principals, aiming at achieving quality in teaching and learning (ELRC, 2003). The EEA (1998) in turn derived its content from the Basic Conditions of Employment Act 75 of 1997, which outlined the conditions of service for all public servants, including those of educators. Again, the EEA (1998) contains the workload of educators as provided in terms of Personnel Administrative Measures (PAM). The provision of the workload for educators ensures quality of teaching and learning as one of the core values in the PSSP (ELRC, 2003).

2.2.2. Aims of the PSSP

The aim of formulating the PSSP in terms of the DBE is to establish common standards of what the South African education system expects of principals, including those who aspire to be principals and are entrusted with the management and leadership of schools (South Africa, 2016). According to the PSSP, principals are expected to possess and thereafter implement management and leadership competencies, which will consequently assist them in achieving quality in schools. The DBE aims to use the PSSP to provide a clear description of the role of principals by setting out what is required for the position and achieve quality management and leadership (South Africa, 2016). Secondly, the DBE aims to use the PSSP to address professional management and leadership development needs within the South African education system (South Africa, 2016). The need to develop principals' management and leadership capabilities in South African schools arose due to an evident lack of management and leadership competencies, which can be seen through poor achievements in schools (Marishane, 2016). Furthermore, the PSSP aims to develop a system for career pathing for appointing principals (South Africa, 2016). The understanding is that developing new career pathing for principals will take a considerable amount of time on the part of the DBE since it will need planning, policy formulation and implementation to ensure that it is fair and non-discriminatory.

In summary, the PSSP aims at addressing poor leadership and inadequate performance at poor performing schools; bring school improvement and change in the culture and practice of schools; and assist in the recruitment, selection and appointment of principals. Other aims include helping principals to improve management processes in schools and assisting the DBE and Provincial Education Departments (PED) in developing training programmes that would promote professional management and leadership for principals in schools (South Africa, 2016). In addition to these aims, the PSSP also identifies the following developmental needs,

which aim at improving and professionalising the role of principals (South Africa, 2016). These developmental needs include the enhancement of the skills and competencies of principals, the improvement of the procedure for recruiting and selecting principals, induction and mentoring of principals, and the professional preparation of principals (South Africa, 2016).

2.2.3. The content of the PSSP

The PSSP has eight key areas, which provide the core purposes of principalship. These key areas are leading teaching and learning in the school; shaping the direction and development of the school; managing quality teaching and learning and securing accountability; developing and empowering self and others; managing the school as an organisation; working with and for the community; managing human resources in the school; and managing and advocating extramural activities (South Africa, 2016). In addition, each key area contains several statements that the DBE regards as key managerial activities that principals need to engage with to perform and achieve improved performance as proposed by the PSSP (South Africa, 2016).

2.2.4. Leadership expectations of principals in terms of the PSSP

The DBE has emphasised various types of leadership in the PSSP, which are relevant for achieving quality management and leadership in schools (South Africa, 2016). In terms of the PSSP, principals are responsible for overseeing, managing and assessing the curriculum to make sure that there is quality in the schools. To achieve this, principals must have the necessary understanding and competencies to practice various leadership styles. These leadership styles as outlined in the PSSP include strategic leadership, executive leadership, instructional leadership, cultural leadership, organisational leadership, transformational leadership and shared leadership (South Africa, 2016).

Similarly, Marishane (2016) has emphasised the value of school leadership on school improvement. Marishane (2016) posits that school leadership has a role to play in improving learning and school performance. Ahmad, Abbas, Latif & Rasheed (2014) feel that for principals to achieve success in school leadership there are certain core leadership practices, which should form part of their daily practices. These leadership practices include the ability to set direction by creating a vision and setting achievable goals for the school, developing people through modelling of envisioned behaviour, and redesigning the school as an organisation by putting structures and systems in place (Bush, Joubert, Kiggundu & Van

Rooyen (2010). Other leadership practices include managing the instructional programme of the school by ensuring that there is a viable instructional programme and making sure that it is always protected from disruptions (Marishane, 2016). Marishane (2016) says that achieving proficiency in these leadership practices can consequently assist in improving school performance. In line with Marishane, the PSSP expects principals to be able to employ these leadership practices in varying situations, depending on specific needs of the school (South Africa, 2016).

Although there is abundant literature on school leadership practices (Ahmad *et al*, 2014; Renz & Herman, 2016; and Day & Sammons, 2013), in this study, the literature only focuses on three of these leadership styles due to their degree of impact on school business or teaching and learning. These leadership styles include strategic leadership, instructional leadership, and transformational leadership.

Strategic leadership

Golensky & Hager (2020) define strategic leadership as a leadership practice in which a leader makes use of strategic planning coupled with the involvement of stakeholders to arrive at an important decision regarding the effective functioning of the organisation. Golensky & Hager (2020) feel that a strategic leader takes time in planning to determine the vision, mission and objectives of the organisation as a way of turning it towards a desired direction. In support, Mulford (2013) concurs that a strategic leader can convert planned goals into achievable actions. Mulford (2013) adds that strategic leaders can allocate and use available resources to ensure that set goals are achieved for the success of the organisation. In terms of the PSSP, a strategic leader is deemed as a leader who can do strategic planning, so that the mission of the school is highlighted, taking into considerations the founding vision and mission of the DBE (South Africa, 2016). The PSSP provides that principals as strategic leaders have to ensure that the vision of the DBE is realised by developing and maintaining a vision and mission that will appeal to employees and developing plans that would support the academic achievement of learners (South Africa, 2016). In addition, the PSSP posits that principals as strategic leaders also need to work in collaboration with other stakeholders such as the SGB's and community structures to put plans in place that would support improved academic achievement. The view is that principals can only achieve this when they participate in strategic planning activities and work in partnership or collaborate with relevant stakeholders that can assist to provide a direction for the school (South Africa, 2016).

Instructional leadership

In terms of Good & Bohac (2017), instructional leadership refers to the ability to involve colleagues collaboratively in mutual learning and development with the purpose of improving teaching and learning. Instructional leadership is regarded as an important leadership activity of principals (Bush & Glover, 2016). Marishane (2016) argues that instructional leadership is the foundation for the business of the school and serves as the main umbrella for other leadership styles within the school setting. For this reason, principals are expected to be conversant with it. Marishane (2016) posits that principals need to be able to participate in activities such as visioning, managing the teaching program and promoting the school climate while working as instructional leaders. These important activities are also advocated by the DBE in the PSSP. According to the PSSP, principals as instructional leaders are expected to lead learners and to ensure that the school is a professional learning community; lead continuous improvement in curriculum management; and foster the success of learners and promote a culture of achievement for all learners by communicating and implementing a common vision and mission. Principals are also expected to empower staff to become instructional leaders who share the responsibility for achieving the mission, vision and goals that have been set, and to recognise good instructional practices that motivate and increase learner achievement (South Africa, 2016). Moreover, Marishane (2016) agrees that principals' knowledge of instructional leadership can help improve school achievement. Bush, Bell & Middlewood (2019) concur that for schools to be successful there should be strong instructional leadership that supports teachers through creating an environment that is conducive to effective teaching and learning. In addition, Bush *et al* (2019) insist that, as instructional leaders, principals should try to protect the program of teaching and learning from unnecessary disturbances as a way of ensuring quality and improvement of performance.

Transformational leadership

According to Marishane (2016), transformational leadership involves the restructuring of the organisational culture and the existing relationship of the leader and the followers. Willis, Clarke & O'Connor (2017) have suggested that transformational leadership is synonymous with organisational and collaborative or participative leadership. The reason for this assertion is that transformational leadership involves the building of relationships to strengthen organisational culture and climate in institutions (Willis *et al*, 2017). Willis *et al* (2017) also assert that transformational leadership focuses on collective participation aimed at achieving

high levels of performance by developing and supporting other leaders within the organisation. The PSSP also advocates for organisational leadership (South Africa, 2016). In terms of the PSSP, principals are expected to fulfil their organisational leadership roles by working together with various stakeholders, including the SMT and SGB, to ensure the basic functionality of schools (South Africa, 2016). It also provides guidelines for principals to deal with conflicts and maintain relationships to achieve change towards quality (South Africa, 2016). The relationship between the principal and the relevant stakeholders can be maintained through communication (Gold, Thorpe & Mumford, 2016).

According to the PSSP, as organisational and transformational leaders who are building an environment conducive for school business, principals are expected to design a system of communication for sharing good practices; communicate with stakeholders regularly and efficiently; and delegate responsibilities according to proper management and leadership practices. In addition, principals must make sure that norms and ground rules of the school are set out clearly, and that everyone involved with the school know them, promote the interests of all learners and staff members, and take responsibility. Principals also need to be accountable in all school matters, and take responsibility for a safe, secure and disciplined school environment (South Africa, 2016). According to Bush *et al* (2019), as transformational and organisational leaders principals can achieve improvement in school performance only when the organisational culture and climate is such that it is conducive for school business and when everyone within the school is aware of delegated responsibilities in terms of management and leadership and is held accountable for it.

2.2.5. Implications for principals regarding the implementation of the PSSP regarding management and leadership

In terms of the PSSP, principals have the role of managing schools and they are accountable to the employer and the school community (South Africa, 2016). In achieving accountability, principals need to exhibit leadership qualities and exercise various leadership styles depending on the situation, but according to Marishane (2016), the PSSP has a narrow focus on specific leadership practices, which can result in principals losing focus on general school leadership. Marishane (2016) argues that the PSSP focuses much on instructional leadership while other leadership practices and theories receive little attention in terms of what principals need to exercise within the school context. Jamila (2012) elaborates that focusing only on instructional leadership can result in dysfunctional activities since principals themselves possess different

leadership styles, which can become suppressed, and ultimately do more damage than intended. Marishane (2016) posits that the PSSP should have merely provided guidelines on the types of leaderships that principals can use while leading schools, instead of pointing out specific leadership practices while excluding others.

Another observation made by Marishane (2016) is that the PSSP strongly emphasises the management aspect of principals' work with little focus on leadership. This is evident in the number of managerial activities prescribed for principals in the PSSP, and according to Marishane (2016), it is not aligned with global trends of addressing the tension between management and accountability versus leadership and innovation. Pihlainen, Kivinen & Lammintakanen (2016) argues that putting more emphasis on management can result in principals following rote implementation of prescribed activities without having room for innovation while performing their daily work. Ahmad *et al* (2014) reiterate that when principals are forced to respond to managerial demands, as is the case with the content of the PSSP, they could be distracted from instruction, which is the core business of schools. In addition, Ahmad *et al* (2014) stress that deviating from the focus on school business can result in principals developing stress and job dissatisfaction.

Another implication of the PSSP on schools is its emphasis on prescribing what principals are expected to do in terms of managerial activities (Marishane, 2016). Anderson & Sun (2017) feel that instead of providing a rigid prescription of what principals need to do to manage schools successfully; policies should instead provide guidelines, which would allow room for innovative managerial and leadership activities to improve quality in schools. In other words, the PSSP might become a hindrance to the innovative capabilities of principals.

2.2.6. Implications of the PSSP on school education

In terms of the PSSP, the main implications for school education as envisioned by the DBE is that all schools are expected to go from being under-achieving schools to high performing schools. This transformation is expected to occur through the efforts of principals working in conjunction with stakeholders such as SMT's, SGB's and other stakeholders with an interest in education (South Africa, 2016). The DBE is envisioning that schools work to achieve quality in all school related activities, which is expected to translate into high performance in all schools in South Africa. According to Howie, Combrick, Roux, Tshele, Mokoena & McLeod (2016) in the PIRLS report on the South African Highlights report, most of the learners in schools in South Africa are currently under-performing compared with their peers in other

African and international countries. According to Gopee & Galloway (2017), this under-performance is especially evident in poor reading, writing and counting in primary schools, as well as in subjects such as Mathematics, Science and English in secondary schools. Through the PSSP, the DBE expects principals to transform schools to compare favourably with international standards (South Africa, 2016). My understanding is that the DBE will try to engage schools to participate more in international competitions such as the Mathematics Olympiad, PIRLS and TIMMS as a way of gauging whether there is real improvement in the performance of schools. Furthermore, the increased participation in international assessments by the DBE might assist in gauging the level of performance against other African and international countries, especially in subjects such as Mathematics, Sciences and English. Moreover, my belief is that the DBE will use the performance of schools in these international assessments as a benchmark to determine whether principals are performing their duties in line with the expectations of the PSSP and will establish evaluating and monitoring systems for this purpose.

2.3. THE CONCEPT READINESS

As part of introducing the literature, which mainly focuses on readiness to implement, and policy implementation, it was imperative for the researcher to dedicate some paragraphs on explaining the concept of *readiness*. The reason is that the concept of *readiness* has become synonymous with change, especially change related to policy implementation, and will constantly appear throughout the chapter. For this reason, it requires a thorough discussion to provide a clear and understandable explanation. This sentiment is supported by Dalton (2003) who opines that readiness is associated with change. Nevertheless, there is a shortage of literature that provides a clear understanding about the concept and for this reason; the study must discuss the concept. In change and policy implementation literature, the concept is used synonymously with preparedness (Choi, 2011). In this study, the researcher opted to use the term *readiness* in place of *preparedness*.

Different authors provide varying but related definitions of readiness. Weiner (2009) defines readiness as the psychological and behavioural preparedness to act. In terms of the definition proposed by Weiner, readiness is a way of getting prepared to perform an action. This preparedness is within an individual and it manifests itself through a shift in the way the individual thinks or views a particular phenomenon, which then leads the individual to want to act in a particular manner depending on the stimulus, or phenomenon (Weiner, 2009). My

understanding is that when an individual gets into a state of readiness, he or she initially must be mentally or psychologically prepared. In other words, the individual must first experience a mental or psychological shift in the way he or she views a phenomenon. When the mental shift occurs, it can be said that the individual has achieved a state of readiness. The next transformation for the individual manifests itself through a visible change of behaviour. This change of behaviour occurs because the individual has mentally prepared himself or herself to act upon the stimulus. When the individual starts to perform actions in relation to the stimulus, it can be said that he or she has achieved a state of readiness.

Another definition of readiness is proposed by Weeks *et al* (2004). Weeks *et al* (2004) define readiness as the degree to which an individual or community is prepared to participate in an initiative, and it is gauged by assessing the individual or community's relative advancement in the areas that are most critical to the adoption of change. According to this definition, readiness can occur at both an individual and an organisational or community level. My understanding of readiness at the organisational level is that it involves a collective psychological shift in the way an organisation thinks about a phenomenon. Here, the organisation will collaborate in achieving readiness. This collaboration includes having a common understanding of what it is that the organisation needs to be ready to perform. In terms of Weeks *et al* (2004), this understanding can be achieved through education and advocacy in relation to the phenomenon. My view is that when the organisation is in agreement regarding performing activities related to the phenomenon, it has achieved a state of readiness.

Another interesting definition of readiness is that provided by Bedser (2012) who defines it as an attitude that is influenced concurrently by the content, process, context, and the individuals involved in the change. In terms of Bedser's (2012) definition of readiness, it is evident that readiness has to do with the attitudes of individuals in relation to a stimulus. To this effect, a person's attitude influences the degree of readiness. When individuals have a positive attitude, they develop readiness to participate in the successful achievement of the stimulus. This positive attitude is developed through positive thinking. Holt *et al* (2007) are of the mind that individual attributes, which include attitudes, beliefs and values, may play a role in creating individual readiness. Consequently, positive thinking can result in the development of a belief in the initiative, which can arise when individuals and groups of people believe that the initiative will bring positive benefits to them and the organisation. Bedser (2012) agrees that readiness can be developed by having positive thinking and views about an initiative. Susanto

(2008) indicates that readiness is reflected in the attitudes, beliefs and intents that organisational employees display.

Costello & Arghode (2019) indicate that it is not only the presence of an initiative that can establish readiness, but employees can at times become ready due to environmental and cultural factors that manifest themselves within the organisation or community. Costello & Arghode (2019) elaborate that these environmental and cultural factors include skills, knowledge, and attitudinal, cultural, and psychological capabilities and abilities. Negative attitudes also influence readiness. When individuals and groups of people exhibit negative attitudes towards an initiative, it can translate into a lack of readiness. Helfrich, Li, Sharp & Sales (2009) insist that this negative attitude can arise due to fear, uncertainty and anxieties. The negative attitude that individuals develop can give rise to resistance to change. There is a link between lack of readiness and resistance to change. When individuals lack readiness, they will resist the change. Armenakis & Harris (2009) posit that readiness is a cognitive indicator of the behaviour of resistance or a support for organisational change. My understanding is that to achieve readiness, individuals must undergo a shift in their thinking or cognition. This shift in thinking can be driven by their beliefs and perceptions which, when coupled with developed attitudes, can be enhanced to reach a higher level or diminished to reach a low level, resulting in readiness or lack of it.

Another definition of readiness is that provided by Lewin (1951) who defines it in terms of his change model. According to Lewin (1951), readiness encompasses “*unfreezing*” which is referred to as an intentional breaking away from the learned behaviour of employees used to do things in order to begin a change process. From this definition, it appears that readiness has to do with the disengagement of previous behaviour. This disengagement involves both physical and psychological functions so that the individual can become ready to embrace new behaviours.

A critical look at these definitions highlights readiness as involving a willingness to prepare oneself to perform certain actions. Holt *et al* (2007) concur that readiness is an important condition that affects employees’ initial support for change. This willingness can arise when people are stimulated by a phenomenon to the extent that they begin to plan to participate in activities that will ensure its completion and success. The planning of implementing activities related to the phenomenon involves a mental change to either accept or reject it. This planning can be carried out by initially evaluating opportunities and challenges brought about by the

phenomenon. In terms of Walinga (2008), individuals can become ready to implement when they develop an awareness of the need or benefits associated with the phenomenon and have perceived abilities to the effect that they can manage in carrying out activities related to the phenomenon. If individuals perceive that the opportunities are great and the challenges can be surmounted, they move into a state of readiness. In addition, individuals can become ready when they are able to perceive the value that the change would bring in addressing the present predicament. This is supported by Helfrich *et al* (2009) who posit that readiness in individuals can be developed when they discover the discrepancy that exists between the present situation of the organisation as compared with the future as promised by the change. Furthermore, readiness can also be strengthened when the individual or organisation perceives that they are receiving the required moral and organisational support from managers in the form of advocacy, training and continued support throughout the implementation of a policy.

My own definition of readiness as derived from the various definitions provided by different scholars is that it involves a shift in the way people view their world. This alteration in people's thinking can be due to having positive attitudes about a stimulus and can result in the individual divorcing from old behaviours and practices in order to learn and embrace new ones. In addition, an individual develops readiness through a radical shift in his or her cognition by recognising a need to do away with inherent and inborn behaviours while embracing the necessary new ones.

2.4. READINESS TO IMPLEMENT

Readiness to implement is mostly used in studies dealing with policy implementation (Abdinnour-Helm, Lengnick-Hall & Lengnick-Hall, 2003, and Ahmed & Dantata, 2016). In terms of policy implementation and change management studies, readiness to implement precede change (Ahmed & Dantata, 2016). People first need to achieve readiness to implement in order to participate in change. In this study, the researcher opted for the concept of readiness to implement since the focus of the study is on readiness and policy implementation, which are part of change management (Walinga, 2008). For this reason, the concept, readiness to implement is bound to appear in the literature discussion since policy implementation is a field that has its roots in change management (Beer & Nohria, 2002 and Walinga, 2008). The literature focusses on the concept of readiness to implement, and the determinants of readiness and how they affect readiness to implement.

2.4.1. What is readiness to implement?

Various definitions of readiness to implement exist, but they all seem to have a common basic meaning. Abdel-Ghany (2014) defines readiness to implement as the degree to which an individual or individuals are psychologically inclined to accept, embrace or adopt a plan to change their behaviour. Walinga (2008) defines it as the state in which one is best prepared to change internally because one is best prepared for changes in the environment. From the two definitions provided by the scholars, it becomes clear that readiness to implement begins within an individual and it is a reaction to certain stimuli from the external environment. My opinion is that for an individual to be ready to change there must first be something that triggers the intellectual mind. Gonaseelan (2008) concurs that when an individual is ready for change, the person becomes ready to alter inborn or previously acquired behaviour in favour of desired behaviour. In support, Weeks *et al* (2004) infer that readiness to implement is a psychological indicator of the behaviour of either resisting or supporting an initiative. Gravenhorst (2003) argues that readiness to implement involves a transformation of an individual's cognition to the extent that the person sees a need to alter behaviour that no longer suits the situation.

My own definition of readiness to implement is that it involves an individual's paradigm shift of thinking and doing things to the degree that the individual becomes ready to sacrifice inborn and previously learned behaviour to embrace new ones. The sacrificing of learned and inborn behaviours is weighed against impending loss or benefits associated with the initiative and levels of motivation of the individual. If the individual believes that there is more to gain with the initiative, he or she becomes motivated to accept it. If this phenomenon occurs, the individual can be said to be ready for change. As an example, a person may be situated in a position and suddenly perceive that the present position is no longer desirable due to certain factors. These factors can include perceived benefits if the person could change the present behaviour in favour of perceived behaviour envisioned in the new position. The individual then decides to change the present situation by embarking on activities that are believed would result in achieving the state promised by the envisaged position. The moment that the person reaches a decision to act in order to achieve the state of the desired situation, it can be said that the person is ready to implement. In contrast, if the person, after having achieved a desire to reach the perceived state, does nothing to alter the present situation, it can be said that the person is not ready to implement.

2.4.2. Determinants of readiness and their influence on readiness to implement

Weiner (2009), Carter *et al* (2002) and Cunningham *et al* (2002) indicate that the determinants for readiness include motivation, change efficacy (members' perceived capabilities) and contextual factors. These determinants occur at the individual and organisational levels (Weiner *et al*, 2008). In terms of readiness theories (Weiner, 2009 and Blackman, O'Flynn & Ugyel, 2013), these determinants have a bearing on the establishment of readiness in both individuals and the organisation. The assumption is that due to the influence of these determinants, people become ready and hence willing to involve themselves in the activities aimed at achieving desired goals. The following paragraphs will explain these determinants and describe how each influences readiness to implement.

2.4.2.1. Motivation as a determinant of readiness

Motivation or what Weiner (2009) coined change valence is a strong determinant of readiness. In terms of Weiner (2009), the establishment of readiness to implement, is influenced by how individuals are motivated to engage in an activity. Coincidentally, Carter *et al* (2002) observed that individuals need to have developed motivation for an idea, phenomenon or activity for them to actively involve themselves in its realisation. In terms of Carter *et al* (2002), motivation relates to the preparedness to expend energy to achieve a goal. My understanding is that for a person to become willing and ready to participate in an activity, the person initially needs to develop motivation. This motivation can be generated due to certain stimuli or needs (Deci & Ryan, 2008). These stimuli can include the realisation of a discrepancy between the present reality and the envisaged future, benefits associated with the stimuli such as rewards, promotion or payment (Herzberg, 1957 and Maslow, 1954). My understanding is that these stimuli can assist individuals to develop motivation to act towards a desired outcome. The argument is that motivation in individuals can positively or negatively affect readiness depending on the type of stimulus.

2.4.2.1.1. How motivation influence readiness to implement

In order to understand how motivation influence readiness to implement, especially in policy implementation, it is necessary to provide an explanation of the concept of motivation. Kruglanski, Chernikova & Rosenzweig (2010) argue that motivation refers to a willingness or inclination to act in the service of a desire. In addition to this definition, Behn (2003) defines motivation as the act of providing a motive that causes a person to act in favour of the motive. In view of these definitions, motivation originates internally and externally in the individual who develops a motive to act towards a desired goal (Ryan & Deci, 2000). In this case, having

a motive will create a desire, which the individual wants fulfilled. In other words, the individual, due to the established motive, has a reason to want to act in order to achieve the desired goal. When the individual decides to act to achieve the desired goal, it can be said that the individual has now achieved motivation that would lead to readiness to implement. Barry (2007) adds that motivation is also the willingness to try toward organisational goals. The argument is that when an individual develops a willingness to act in favour of a desire, the action aims at achieving or satisfying that individual's need. In addition, the individual, due to his or her willingness, will use skills, actions, experience and all available resources to achieve the desired goal. Clearly, for individuals to acquire a state of readiness to implement, they must initially develop a willingness to embrace the stimulus that would result in motivation. As supported by Kruglanski *et al* (2010), motivation as a determinant of readiness develops from the willingness of individuals to participate in activities geared towards the realisation of the stimulus. For an individual to decide to participate in an activity, the individual has to initially develop willingness. My argument is that when an individual is willing to participate in an activity, the willingness changes to motivation, which results in the establishment of readiness to participate in the achievement of the triggered stimulus.

Oppositely, when an individual does not have a willingness to participate in the activity, the unwillingness transforms to lack of motivation. The lack of motivation consequently translates to lack of readiness to implement, which can result in the individual shying away or totally resisting the change. In terms of Lamn & Gordon (2010), willingness develops due to the attitude of individuals towards change. My understanding is that when an individual has a negative attitude towards, for example a new policy, the individual will develop low levels of motivation, which will be exhibited by a lack of readiness in participating in the achievement of the policy. On the other hand, when the individual has a positive attitude towards the policy, that individual will become willing and hence motivated to participate in its realisation. This willingness of the individual assists in establishing motivation, which will in turn establish readiness to implement.

In terms of policy implementation studies (Ahmed & Dantata, 2016; Egonwan, 2009 and Rahmat, 2015), motivation to participate in change is also generated by education and training about the change. The understanding is that education and training bring new knowledge about change and will assist in generating enthusiasm and a positive attitude. My understanding of motivation is that it can also be borne out of the attitudes of individuals towards receiving education about the proposed initiative. In some cases, as supported by

Jones, Roberts & Dubinsky (2002), individuals can have a negative attitude towards learning. Jones *et al* (2002) argue that education is one of the best platforms for gaining new knowledge about change. In a case such as this, the individuals, due to their lack of knowledge regarding change, become unmotivated to embrace it. This lack of motivation, even though it is borne out of ignorance, will ultimately result in the lack of motivation towards change and hence, lack of readiness to implement. When individuals have a positive attitude towards receiving new information related to a change, however, they have a good chance of gaining an understanding about the change and this will assist in creating motivation and readiness to implement.

In addition, an individual's autonomy also has an influence on motivation (Adams, Russel & Gaby, 2000). In terms of Adams *et al* (2000), autonomy refers to the competency of the individual to set appropriate goals and the ability to have a clear link between the action and the outcome of the action. Gottfried (2009) has discovered that individuals develop autonomy when they have a good understanding of the task and when they perceive that they have what it takes to do the task. Individuals will become motivated to deal with a task if they understand what it is that they have to achieve including having clear goals of achievement. This understanding will result in motivation, which can affect their readiness to expend energy in achieving the desired goal. Likewise, individuals can fail to achieve readiness to implement when they do not have a good understanding of how the proposed initiative is related to their everyday work environment (Ali, 2006). My argument is that the absence of an understanding of how the proposed change correlates with their work can result in a lack of motivation, which can translate to lack of readiness to implement. From this point of view, managers have a duty to provide information about change to make sure that all people in the organisation understand its impact. In terms of Lai & Ong (2010), individuals can achieve readiness to implement when managers within the organisation provide employees with clear goals that require achievement. When individuals have a clear goal of what needs to be achieved, they become motivated and ready to act towards achieving the desired goal. The opposite occurs when individuals do not have a clue about the goals that are required to be achieved. In such a case, individuals will become demotivated and this will result in a lack of readiness to implement, which could lead to the establishment of resistance towards the change.

Motivation is also developed by individuals' interest (Bermectinger, Guelz, Johr, Neumann, Ecker, & Doerr, 2009). In terms of Bermectinger *et al* (2009), individuals develop motivation for tasks that they have interest. This interest is developed when individuals understand the

value of the task or its worth, and whether working to achieve its completion would bring certain benefits as a reward for their efforts. Thus, when individuals do not understand the worth or value of the task, they will not have interest in it and will therefore not be motivated to participate in its completion, which will result in a lack of readiness to implement. On the other hand, when they view the task as of value and understand its benefits, they will develop an interest in it, and be motivated, and will hence get into a state of readiness to implement. Furthermore, my understanding is that interest for a particular initiative can also be developed through managers' campaigns about the change, which include activities such as advocacy, education and training, and communicating about the change at every opportunity (Bargh, Gollwitzer, Lee-Chai, Barndollar & Trötschel, 2001). My belief is that constantly bombarding people with information about the change will eventually raise their interest. This interest will motivate them to develop readiness to implement.

Similarly, individuals also develop motivation by having a sense of relatedness. According to Gottfried (2009), relatedness is when individuals have a sense of belonging to a social circle or group. Ryan & Deci (2000) refers to this sense of relatedness as a need for belonging. In terms of developing readiness to implement, individuals are motivated by feelings of being part of a group with common goals and behaviours. Clearly, then, for individuals to develop motivation that would lead to the establishment of readiness to implement, there is a need for managers to promote collaborative decision-making and engagement within organisations. This can assist employees in the organisation to feel like they are part of the group and it will assist in developing their motivation to participate in the change. These factors will assist in creating an environment conducive for establishing readiness to implement.

Employees also develop motivation to perform certain activities related to change due to what Herzberg (1966) refers to as motivation factors. According to Herzberg (1966), people are motivated by factors such as the need for achievement, recognition, responsibility, advancement and growth. In terms of Adair (2006), these motivators provide motivation that can be sustained for a long time, since they are psychological in nature and are generated from within an individual (intrinsic). At the same time, the job itself also has a motivational element. Herzberg (1966) insists that the quality of the job, whether the job is challenging, and whether it has the potential to bring fulfilment, (Maslow, 1954) can also motivate employees, resulting in job enjoyment and motivation to participate in job activities that will realise employees' job endeavours.

2.4.2.1.2. Types of motivation and their relation to readiness to implement.

According to Deci & Ryan (1985), there are two types of motivation, namely intrinsic and extrinsic motivation. Herzberg *et al* (1957) calls them motivators and hygiene factors. The following paragraphs provide an explanation of intrinsic and extrinsic motivators and how they affect readiness to implement.

Intrinsic motivation

According to Deci & Ryan (1985), intrinsic motivation is the motivation that is generated from self-regulated factors, and that have an influence on peoples' behaviour. Intrinsic motivation is generated in individuals through factors that include the need for enrichment, interest, a sense of achievement, recognition, advancement, status and the job itself (Herzberg, 1957). In addition, Yoko (2014) indicates that other intrinsic factors include enjoyment, opportunities to learn, explore and actualize one's potential and personal satisfaction. In other words, intrinsic motivation develops from within an individual. Authors such as Ball (2003) and Lefter, Monolescu, Marinas & Puia (2009) talk about how intrinsic motivators assist individuals to achieve satisfaction from performing activities that they are motivated to engage in.

According to Deci & Ryan (1985) and Venugopalan (2007), when intrinsic motivators are available, individuals tend to become motivated to the extent that they are willing to embark on activities that will assist in the realisation of the aroused need. The moment that the individual becomes motivated to the extent that he or she will expend energy to achieve the desired need, it can be said that the individual has achieved a state of readiness to implement and will therefore engage in activities to achieve the envisaged change. Oppositely, the unavailability of intrinsic factors can result in a situation where individuals lack the motivation to work on realising work goals. In other words, people who do not possess a drive created by the presence of intrinsic motivators can be said to be demotivated, which can lead to a lack of ambition in realising work goals. When such a situation presents itself, it can be said that the individual is not ready to implement because the said individual will not expend his or her energy in activities aimed at satisfying the aroused need.

Extrinsic motivation

Deci & Ryan (1985) refer to extrinsic factors as motivators that come from the environment and are presented to people to motivate them. In other words, extrinsic motivation are needs that originate from outside the person and serve to provide motivation so that the person can

participate in activities aimed at achieving set goals. Yoko (2014) adds that extrinsic motivators are motivators that occur in individuals due to external stimuli. Deci & Ryan (1985) indicate that extrinsic motivators include stimuli such as rewards, incentives, increased pay, working conditions, praise, promotion, fear of punishment and avoidance of fear, and approval (Yoko, 2014). Adair (2006) believes that these extrinsic motivators are powerful, but their shortcoming is that they do not have a lasting effect compared to intrinsic motivators. In other words, the stimulus that establishes motivation in people will have to keep on presenting itself for people to stay motivated; otherwise, the motivation will soon wane. As an example, the issue of using increased pay to motivate employees can assist in motivating them to expend energy towards organisational goals but after a while other needs such as food (physiological) (Maslow, 1954) will render the increased pay meaningless, prompting employees to expect more pay. This can result in employees becoming demotivated. In terms of readiness to implement, the moment that people are offered these extrinsic motivators, their motivation escalates to a higher level. Their increased motivation will prompt them to participate in activities that will see the achievement of organisational goals. When this occurs, it can be said that the employees have arrived at a state of readiness to implement. On the other hand, when the external motivators are withdrawn, the employees can become demotivated to the extent that readiness to implement diminishes.

2.4.2.2. Change efficacy as a determinant of readiness.

Weiner (2009) and Carter *et al* (2002) discovered that the change efficacy of employees is a determinant for establishing readiness to implement. Weiner (2009) describes change efficacy as organisational members' shared belief in their collective capabilities to implement policies. The shared belief in organisational employee's capabilities is what Weiner *et al* (2008) refer to as competence. The argument is that to develop readiness to implement, individuals must consider the issue of their competence when involved in the task of implementing change. The belief in their competence determines the degree to which they will be ready to participate in the process of implementing initiatives. If the individuals believe that they have what it takes to complete the task, they get into a state of readiness to implement and act towards achieving the task. On the other hand, if individuals believe they are not competent and do not have what is required to achieve the task, they will not be motivated, and this will translate into lack of readiness to implement.

Burness & Jackson (2011) suggest that people's belief in their capabilities is influenced by various factors, including available resources such as funds, humans and information; an understanding of change and what it will involve, time required for the change and the actions to be taken, task demands, and environmental factors within and outside the organisation. In terms of Weiner, Belden, Bergmire & Johnston (2008) and Van Rooyen (2007), the availability of resources has an impact on the shared belief of employees that they can succeed in implementing change. In support, Cawsey, Deszoo & Ingols (2012) posit that when employees perceive that resources are in place for implementing a policy, they develop motivation in dealing and participating in it, which in turn leads to readiness to implement. This state of readiness to implement consequently results in the successful implementation of the change. However, when people perceive that there are no available resources allocated to the implementation of a policy, it can demoralise them because people then do not believe that they have the required capabilities to achieve the task. This lack of belief in their capabilities can lead to a lack of readiness to implement, and the unsuccessful implementation of the policy.

2.4.2.3. Contextual factors as determinants of readiness

Weiner *et al* (2008), Weiner (2009) and Van Rooyen (2007) indicate that contextual factors also play a significant role in establishing readiness to implement. According to Weiner *et al* (2008), contextual factors refer to factors, which emanate from within the organisation and affect its performance. Weiner *et al* (2008) reveal that these contextual factors include organisational culture; organisational policies and procedures; past experiences associated with change; organisational members' attributes; and availability of resources. Madsen, Miller & John (2005) define organisational culture as the total of all spiritual assets and material creations of that nation or group. Madsen *et al* (2005) further indicate that culture is a human creation, which arises when man interacts with nature and ennobles it according to the dictates of his culture. My understanding of organisational culture is that it involves people, including all the things they do and practice together within the organisation. The way people interact contributes to how they view and deal with change, and this culture can be decisive for people in achieving readiness to implement. Tumadottir (2009) also asserts that organisational policies and procedures are contextual factors that assist in either creating or diminishing readiness to implement. According to Tumadottir (2009), the way organisations handle their everyday activities, including hiring and appointment procedures, and the type of policies they design and implement, have a bearing on how members react to change. In addition, Madsen

et al (2005) indicate that apart from elements at play within the organisation, readiness to implement can also be affected by organisational members' attributes. They indicate that these attributes include levels of qualifications, knowledge and skills, and experiences about change. Weiner (2009) and Herscoviteh & Meyer (2002) believe that contextual factors should be identified to achieve readiness to implement, and if they are ignored, policy implementation cannot be successful.

2.4.3. Measuring readiness to implement: The debate on its importance and bearing on policy implementation.

Literature on the failure of policy implementation point to the absence of measuring readiness to implement as a culprit (Ahmed & Dantata, 2016; Ali, 2006 and Ametepey, Aigbavboa & Ansah, 2015). As observed by scholars such as Ochurub *et al* (2012); Walinga (2008); Weiner (2009); and Menhyk (2016), readiness to implement is considered a critical indicator to the success of policies in organisations, and in most cases failure to successfully implement policies is attributed to insufficient readiness to implement. From the observation made by these scholars, it is evident that measuring readiness to implement before implementation is a serious consideration that policy managers should bear in mind. The understanding is that measuring readiness to implement before implementing policies can affect the success of policies. According to Ochurub *et al* (2012) and Amatayakul (2005), readiness to implement is the best indicator of how an organisation will respond to the introduction of a change. The view is that organisations have to be sure that all stakeholders are in a state of readiness to implement before dealing with the actual implementation. This assists them in rolling out the implementation process with few hiccups, which in turn helps implement policy effectively.

When organisations embark on the process of measuring readiness to implement amongst their employees, it can assist them in identifying any gaps between the expectations of people impacted by the change and managers (Abdel-Ghany, 2014). My argument is that when organisations measure the readiness of their employees before the actual implementation, it can help them develop a guide or strategy for implementing the change. Such a strategy would be based on the gaps or deficiencies discovered when measuring readiness and for this reason, it is imperative that managers should first measure whether individuals and the organisation are ready to implement the policy. Failure to do so can result in disaster.

Taking time to measure readiness to implement can assist in dealing with the stigma of past failures. According to Bedser (2012), previous experiences regarding implementation have a bearing on current implementation. The previous experiences that members are harbouring can positively or negatively affect implementation, so it becomes important to assess whether the employees who are affected by the policy are ready for it. Previous experiences often cause people to shy away from getting into situations that would trigger the same experience. My argument is that when people have had a negative experience in a previous implementation, they become reluctant to participate in future ones. This is also true for people who have had a positive experience and have previously achieved success. Such people will undoubtedly be more likely to exhibit readiness to implement compared to those that have experienced failure. For this reason, it is imperative that organisations dealing with implementation must establish whether people are ready for implementation. This is especially important in organisations that have previously experienced failure in implementation. To this end, policy managers need to assess the levels of self-efficacy and motivation of people based on the demands presented by the new initiative. Ochurub *et al* (2012) and Boiral (2003) are of the opinion that when readiness to implement is low, employees are likely to resist implementation, which could result in wasted resources and time. Managers should assess readiness to implement in individuals and the whole organisation upfront to avoid the risk of wasting time and resources on implementing projects that eventually fail.

The importance of measuring readiness to implement cannot be taken lightly. Blackman *et al* (2013) elaborate that measuring readiness to implement during the introduction of a new policy can assist in discovering early signs of resistance towards the policy. My view is that discovering factors that might cause resistance in time can assist policy managers in developing strategies to overcome resistance and achieve successful implementation. According to Weiner (2009), ignoring and underestimating measuring readiness to implement in employees can be disastrous. My argument is that lack of measuring readiness to implement can result in false starts in the implementation effort, which might become difficult to recover from and can ultimately increase the likelihood of employee resistance. In view of the above argument, it becomes clear that organisations involved in policy implementation cannot move a step forward in the implementation process without seriously considering measuring the readiness of their employees to implement policies. Any deviation from such an exercise can result in chaos during implementation. This is supported by Weiner *et al* (2008) who reiterates that undermining measuring readiness to implement can result in a lack of important indicators of

employee resistance towards policy implementation. The main reason for policy implementation failure in most organisations is the mistake of not measuring the readiness of employees and this has often led to policy implementation failure. Arkowitz (2002) insists that this situation arises because employees often exhibit negative attitudes towards change if they are not ready for it. My argument is that for organisations to avoid the discomfort of facing resistance and possible implementation failure, managers should initially focus their attention on measuring the readiness of their employees. Clearly, the success of policy implementation rests on this issue, which can only be determined by taking steps to measure it.

2.5. FACTORS INFLUENCING POLICY IMPLEMENTATION AND ITS CHALLENGES

The literature on policy implementation pays attention to the concept of policy implementation, stakeholders or agencies involved in policy implementation, factors affecting policy implementation and their role, enhancing effectiveness in policy implementation, and challenges of policy implementation.

According to Onah (2005), policy implementation is a thorny issue in many organisations dealing with policies that require implementation. Khan & Khandaker (2016) insist that public policy must be properly implemented to reap benefits for citizens, and its success is positively correlated with the way in which it is put into practice. For this reason, it is imperative that policy managers have a clear understanding of what it entails. For the purpose of this literature review, it is important to provide a clear explanation of the concept of policy implementation.

2.5.1. The concept policy implementation

Authors such as Ikechukwu & Chukwuemeka (2013); Khan (2016); Okoli & Onah (2002) and Rabin (2005) have defined policy implementation in different but related ways. Ikechukwu & Chukwuemeka (2013) define policy implementation as the process of translating a policy into actions and presumptions into results through various projects and programmes. Okoli & Onah (2002) define it as the process and activities involved in the application, effectuation and administration of a policy. In terms of Khan (2016), policy implementation means the execution of the law in which various stakeholders, organisations, procedures, and techniques work together to put policies into effect with a view to attain policy goals. Lastly, Rabin (2005) defines it as the process of putting into effect or carrying out an authoritative decision of government.

A critical scrutiny of the definitions of policy implementation provided by these authors suggests that policy implementation is a systematic process. A process is defined as the way in which inputs are changed to outputs and involves different and elaborate steps that require policy managers to move one-step at a time to achieve a successful implementation (Khan & Khandaker, 2016). My opinion is that the efforts made by policy developers during policy design, which include consideration of the content, context, time and environmental factors, such as finances and human resources (Hejer, 2010), can be viewed as inputs while policy success can be the output. From this assertion, it means that policy managers must make sure that each step is effectively completed before moving on to deal with the next step of the process. The challenge arises when policy managers attend the steps in the implementation process in a haphazard and hurried manner so that the previous step of the process is conducted inconclusively.

According to Stewart, Hedge & Lester (2008), policy implementation involves a range of actions that are undertaken in terms of a definite plan or procedure including issuing and enforcing directions, allocating funds, and hiring and delegating personnel. The belief is that for policies to be implemented successfully, policy managers must understand its planning and focus. In this regard, policy managers also need to follow proper direction, allocate roles to capable staff, and develop a programme that promotes the successful implementation of the policy. Shergold (2006) refers to the resources needed for the successful implementation of a policy as enabling services and resources. Watt & McPhee (2011) indicate that a variety of organisational services and resources are required for policies to be implemented successfully. These include well-established stakeholder engagement and communication channels, legal and financial services, risk management services, internal audit, fraud and compliance mechanisms, project management, information, communication technology, forms, systems and process design systems, feedback and complaints-handling mechanisms, and review and evaluation teams. In addition, Ahmed & Dantata (2016) indicate that as a rule, public policy formulation and implementation involves several activities that are undertaken in stages and that involve translating policy objectives into concrete reality.

2.5.2. Stakeholders or agencies involved in policy implementation

According to Howlett *et al* (2015), McLevey & Deschamps (2017); Abelson (2009) and Beland (2005), various actors including the legislature; the judiciary (courts of law); interest groups such as political parties and unions; and target groups are responsible for the process of policy

formulation and implementation. In support, McLevey & Deschamps (2017) declare that policy implementation involves both governmental and non-governmental agencies. They indicate that these agencies all contribute in various ways to policy implementation. These agencies will be discussed in the following paragraphs.

Parliament or Legislature

The legislature is an agency of the parliament that is involved in policy formulation and implementation (Howlett *et al*, 2015) as well as policy evaluation (Rahmat, 2015). Howlett *et al* (2015) indicate that the legislature includes the Member of the Executive Council (MEC) as its head and Executive Committees for various portfolios. In addition, McLevey & Deschamps assert that besides dealing with policy formulation, the legislature is also concerned with monitoring and evaluating policy implementation. They express that the main role of the legislature is that of policy formulation, which often results on the delegation of the role of policy implementation to other agencies such as the bureaucracy. Howlett *et al* (2015) indicate that lack of knowledge, time, and information that would assist in achieving effective implementation are some of the reasons why parliament delegates the role of implementing public policy to the bureaucracy. According to Hejer (2010), the legislature is apprehensive about the success of formulated policies, so they become watchful and vigilant through constant monitoring and evaluation of the implementation process to gauge whether the objectives of the policy are being achieved. Carney (2012) indicates that in cases where the legislature delegate the role of policy implementation to the bureaucracy, to achieve effective implementation they have to make sure they provide the implementing agency with the required help in areas such as allocating funds, developing implementation plans, and guiding them in the necessary tasks for implementation.

The bureaucracy

Geyer & Paul (2015) indicate that the bureaucracy is the primary public policy implementer and has delegated powers from the legislature. As the primary public policy implementer, the bureaucracy has over the years gained certain powers associated with the administration of government, and these powers have evolved to include the control of personnel, resources, materials and legal powers of government (Carnall, 2007). McLevey & Deschamps (2017) point out that in policy implementation the bureaucracy works through various committees established to deal specifically with the task. According to McLevey & Deschamps (2017),

the legislature establishes Standing Committees that are given the responsibility for implementing public policies. These Standing Committees have direct contact and communication with the legislature through regular reporting on the progress of implementation. In other words, the legislature has control over the bureaucracy (Beland, 2009). According to Rahmat (2015), the reason why the legislature, executives, judiciary decision makers are confident about delegating and giving most of the implementation directives to the bureaucracy is that it has the expertise as well as knowledge, rules and procedures required during implementation, which is lacking in the legislature. The reason for the lack of expertise required for policy implementation in the legislature is that it is made up of politicians who are there as representatives of political organisations that are part of the parliament (Abelson, 2009). Abelson (2009) indicates that during policy formulation the bureaucracy then takes on the role of advising, guiding and counselling politicians on the best actions for formulating and implementing public policies. In addition, Hejer (2010) indicates that during public policy implementation, the bureaucracy is involved in the following implementation activities: considering needs; brainstorming the course of action; assessing choices or alternatives of implementation methods to yield better results; making decisions about instruments of implementation; and applying the policy to specific circumstances.

The judiciary

According to McLevey & Deschamps (2017), the judiciary is an independent organ of the state, which is guided by the constitution of the country. They posit that the main function of the judiciary is to monitor the process of policy formulation and implementation. The judiciary monitors the process through the interpretation of statutes and administrative rules and regulations (Peters, 2001). According to Carney (2012), the monitoring role of the judiciary involves ensuring accountability and answerability of the legislature and bureaucracy. According to Carney (2012), the main aim of the judiciary is to ensure that rights are not violated during policy formulation and implementation. McLevey & Deschamps (2017) indicate that the judiciary has the powers to obstruct the implementation of policies through the interpretation of statutes. In other words, the judiciary has such powers that it can impose its decisions and intervene in policy formulation and implementation. According to Ahmed & Dantata (2016), the judiciary can impose its decisions and obstruct or nullify public policies when there is a lack of jurisdiction, unlawful actions of authority, misrepresentation of facts, abuse of authority, and unprocedural action in policy formulation and implementation.

Political parties

According to Peters & Pierre (1998), political parties in parliament also play a starring role in policy design. Political parties participate through their members of parliament such as the MEC who is involved as the overseer in policy formulation and implementation (DeGroff & Cargo, 2009). The MEC, as a member of the ruling party or coalition, uses executive orders to influence policy formulation and appoint agencies to deal with the actual implementation. In addition, Egonwan (2003) indicates that politics play an important role in policy formulation because each political organisation wants to impress its voters by being seen as proactive in matters of governance. Egonwan (2003) adds that new political parties make a show of formulating new policies as a way of cementing their authority with the hope of political gain and sustainability, while also shelving and dismantling policies formulated by previous governments (Ajaegbu & Eze, 2010).

Target group

Target group refers to people who are directly affected by a policy (Behn, 2003). They are the people who are most affected by policy implementation and can influence its success or failure (Behn, 2003). For policy implementation to be successful, policy managers should pay special attention to the target group by measuring their readiness to implement at the start (Ngu, 2006). According to Ngu (2006), many organisations make the mistake of forgetting that policies are formulated to be implemented. These organisations put their whole focus on policy formulation, without considering the involvement of the target group directly affected by the policy. It is vital to invite the perspectives of the target group into policy formulation. Ngu (2006) insists that by doing this, policy makers may be indirectly reducing resistance to change.

Interest groups

McLevey & Deschamps (2017) indicate that interest groups play a vital role in public policy formulation and implementation. According to McLevey & Deschamps (2017), interest groups provide an important channel of communication for ordinary citizens to voice their concerns and anxieties about public policies. Geyer & Paul (2015) concur that interest groups participate in public policy development by generating awareness about policies and assessing them for any pitfalls that might affect the rights and living conditions of ordinary citizens. Geyer & Paul (2015) point out that if interest groups discover that public policies are infringing on the rights of citizens, they take legal steps to seek retribution on behalf of ordinary citizens. In support,

Ahmed & Dantata (2016) insist that interest groups have this influence on policy implementation because they usually have conflicts of interest.

2.5.3. Factors influencing policy implementation and their role

There is abundant literature on factors that have an impact on policy implementation in organisations (Harry, 2000; Shinwon, Sunguk, Mihyun, Namgyu & Sunguk, 2015; Rabin, 2005; Maditinos, Chatzoudes & Sarigiannidis, 2014; and Smith & Larimer, 2009). These factors include, amongst others, developing policies with clearly specified tasks that accurately reflect the aim of the policy, having a management plan that allocates tasks and performance standards to subunits, and having a system of management controls and social sanctions that are sufficient to hold subordinates accountable for their performance. In addition to these factors, May (2003) adds that policy implementation can also be influenced by an improvement in the political environment in which the policy is earmarked for implementation, decisions taken to locate political responsibility for policies, the presence of strong project management, or team dynamics and the level of employee commitment shown to policy implementation. Authors such as Kirrane, Lennon, O'Connor & Fu (2016) and Aselage & Eisenberger (2003) have also mentioned management and leadership support, politics, and employee understanding of the policy being implemented, as factors that influence policy implementation. Due to the abundance of factors, the literature will only focus on the role of management and leadership support, politics and employee understanding of the policy, and their impact on policy implementation. Aselage & Eisenberger (2003) believe that these factors weigh more heavily than other factors when it comes to the focus of the study.

2.5.3.1. The role of management and leadership support on policy implementation

According to Kirrane *et al* (2016), management support or principal support as referred to by Aselage and Eisenberger (2003) is the support provided by organisational leaders during policy implementation. Kirrane *et al* (2016) say the level of management support for change plays a preeminent role in the success of policy implementation. According to Aselage & Eisenberger (2003), providing support to employees on a daily basis can assist them in coping better with the pressure of policy implementation. In addition, Rhoades & Eisenberger (2002) insist that management support have a way of improving employee engagement, motivation and well-being. My argument is that when employees experience motivation, well-being and other psychological factors such as hope, self-efficacy, resilience and optimism, they tend to participate positively in policy implementation. Liu (2010) talks about management support

having a linking relationship with leadership, and both have an impact on policy implementation (Kirrane *et al*, 2016).

Sharma & Jain (2013) describe leadership as a process by which a person influences others to accomplish an objective and which directs the organisation in a way that makes it more cohesive and coherent. From the definition, the success of policy implementation lies in organisational leaders' ability to provide support to employees during policy implementation. McConnell (2010) argues that a leader plays varying roles in leading for change. According to McConnell (2010), these roles include visioning, enlisting, empowering, monitoring, and helping with individual adaptation. In addition to these roles, leaders are also expected to lead by directing and managing the activities of policy implementation (Mangundjana & Gandakusuma, 2013). From this assertion, it becomes apparent that in order to accomplish success in policy implementation, a leader must be knowledgeable, have a good understanding of his capabilities, and understand who he or she is as a person. In other words, a leader must have a good command of the situation to the extent that he or she radiates trust and confidence. According to Northouse (2007), followers determine the success of leaders, especially during policy implementation. My assumption is that followers are affected by the way they view their leaders in terms of whether they exhibit confidence and whether they can trust the way they conduct themselves in the face of organisational challenges. For this reason, in order to provide valuable support, organisational leaders need to have a good understanding of who the people are that they are leading, including their needs, emotions and their source of motivation. My belief is that getting to know people in the organisation can assist leaders in interacting effectively with them when it comes to implementing policies. In addition to knowing and understanding people, Hayes (2002) concurs that leaders need to exhibit strong management and leadership capabilities and show apathy to their employees. My opinion is that workforce's willingness to work beyond the call of duty in organisations is a result of high levels of trust, which develops when they observe their leaders showing high levels of commitment and management and supporting them. I furthermore believe that this show of commitment has a positive effect on employees' ability to implement policies.

According to Maditinos *et al* (2014), leadership manifests itself in various forms, including self-sacrificing and initiative leadership. These particular forms of leadership differ in that the former refers to when a leader is involved in policy implementation at a personal level using performance measurements; reward systems; strategy integration; and individual operations, while the latter is concerned with the establishment of support infrastructures and supporting

employees in achieving their best performance. In terms of Egonwan (2009), both forms of leadership have an influence on policy implementation. In addition to these manifestations of leadership, Bassey (2011), Uko (2015), Watt & McPhee (2011) and Ekpiken & Ifere (2015) express that leadership for policy implementation also manifests itself through governance, accountability, and championing of change. These manifestations of leadership and their influence on policy implementation will be discussed in the following paragraphs.

Fareo (2013) and McPhee (2014) have noted that organisations that succeed in the implementation of policies are often those where the leadership has established clear governance and accountability. Clear governance and accountability allow organisations to have a clear understanding of who is in charge, especially during policy implementation. My assertion is that in most cases where there is clear outline of management and leadership hierarchy, it becomes simple for information to be distributed from the top to lower structures, and this facilitates the monitoring of all organisational processes. On the other hand, a lack of visible hierarchy in the management and leadership of organisations often results in chaos when it comes to information sharing. According to Herold, Fedor & Liu (2008), this chaos occurs when it is unclear who is supposed to perform valuable functions related to policy implementation. In addition, Carver & Scheier (2001) express that strong leadership in organisations dealing with policy implementation can be exhibited through the establishment of a commitment to work cooperatively, the demonstration of leadership by example, the establishment of a culture of collaborative participation, and co-production. My assertion is that when leaders can demonstrate these leadership traits, it will assist organisations in reaching a position of success in policy implementation. This success also has the benefit of luring stakeholder support, since most stakeholders view the success of policy implementation as a sign of sustainability. In support, Lamb & McKee (2004) also add that strong leadership can assist in establishing strong stakeholder involvement, considering and developing plans to deal with risk, and strengthening accountability.

Leadership for policy implementation also manifests itself through taking a front seat role and championing the policy (Aselage & Eisenberger, 2003). According to Aselage & Eisenberger (2003), championing for a policy is achieved when leaders exercise open communication, through education and training, and campaigning for the policy at all times. According to Northouse (2007), communicating for success in policy implementation should involve a situation where both parties engage in sending and receiving information dealing with implementation. Uko (2015) believes that when there is clear

communication between leaders and employees, it can positively affect the implementation process. The argument is that this exhibition of leadership can assist in creating motivation to implement policies and reduce resistance. Firstly, leaders need to show strong leadership by ensuring that the envisaged policy is communicated transparently and openly. According to Shinwon *et al* (2015), the way leaders deliver information can affect the perception of employees regarding the policy. This perception is generated when employees are aware of, and understand, the dynamics involved in implementing the policy. Jones, Jimmieson & Griffiths (2005) believe that this understanding is achieved by sharing information using various communication strategies to best deliver information to employees. Furthermore, Jones *et al* (2005) suggest that when employees obtain valuable information about a policy and how it will affect them and their working environment, they develop the motivation to implement it. On the other hand, Gyeong-Seop & Mi-jeon (2009) believe that when a leader does not follow good procedures in information delivery, it will result in employees' lack of understanding about the policy, and this can create a lack of motivation and hence resistance towards it (Shinwon *et al*, 2015). My assertion is that communicating a policy will assist in establishing awareness. In addition, leaders should also communicate using transparent and viable communication strategies and ensure that everyone who will be affected by the policy receives information timeously. Moreover, Harry (2000) concurs that information about policy implementation should be amplified to reach every corner of the organisation through formal meetings, informal meetings, workshops, in-service training, and face-to-face verbal communication in the corridors. This persistent communication will ensure that all relevant stakeholders share the same information about the policy. To this effect, Poister (2003) and Hutchison (2001) concur that the way leaders handle the issue of public relations and communication, and how they deliver information, affect the success of policy implementation.

In addition to communicating the policy, leaders also have the role of championing the policy through education and training, and campaigning for the policy when it comes to the target group (Ivancevich, Konopaske & Matteson, 2007). According to Ivancevich *et al* (2007), education and training is a leadership role that plays a steering role in policy success and diverting from this important activity can result in policy failure. The provision of education and training is a role that leaders should excel in to achieve success in policy. This is because education and training provide a climate for preliminary preparation and introduction of the policy to employees, which assists them in gaining valuable knowledge about it. Abdinnour-Helm *et al* (2003) assert that leaders can provide knowledge to employees by introducing

formal and informal education and training about the coming policy. My argument is that since education and training is an important factor in the success of policies, engaging in it can assist employees in getting on board and acquiring the necessary background and knowledge about the policy. Moreover, the provision of education and training is one of the strategies of reducing resistance towards a policy (Trader-Leigh, 2002). In terms of Abdinnour-Helm *et al* (2003), resistance develops when people lack understanding about an issue. In addition, Kelman (2005) indicates that when education and training is accompanied by sound support systems, it can improve employees' motivation to participate in policy implementation. The provision of education and training as a leadership role can also assist the target group in gaining an understanding of what the organisation expects to achieve a successful implementation. According to Harry (2000), having a clear understanding of the policy can influence employees' readiness to implement, which can ultimately have a positive influence on implementation. My sentiment is that when employees understand a policy including its content, context, target, goals and what its impact will be on the organisation, it can assist in establishing readiness to implement. My stance is that employees can then become ready to implement since understanding a policy can alleviate their fears, anxieties and concerns created by the impending policy. Rusaw (2000), who indicates that employees' understanding of innovation programmes can greatly assist in implementing policies successfully, supports this. Lastly, success in policy implementation can also be achieved when policy managers conduct rigorous campaigns for the policy (Madininos *et al*, 2014). According to Maditinos *et al* (2014), policy managers have a momentous role in ensuring that the proposed policy is campaigned for, way before the actual implementation. This campaign should be conducted with a focus on the target group and all relevant stakeholders who will be affected by the policy. Williams (2002) suggests that there is no way that a policy can fail in its implementation if this is done.

2.5.3.2. The effect of employees' understanding of the policy being implemented on policy implementation

The level of understanding that employees have, including their understanding of innovation about a policy, is monumental to the success of its implementation (Madininos *et al*, 2014). To this end, it is imperative that employees engage in many activities to learn more about impending policies. Surel (2000) has observed that employees understand innovations through consistent advertisement. My understanding of advertisement of policies is that it is when policy managers create opportunities to broadcast information about the new policy, including

its perceived benefits to individuals and the organisation. Furthermore, the belief is that the broadcasting of new policies can include reasons for implementing, and disadvantages of not implementing the policy, for the individuals and the organisation. In support, Judson (1991) indicates that when employees are aware of the benefits and disadvantages of implementing a policy, they become motivated to continue and participate in its implementation.

2.5.3.3. The role of politics on policy implementation.

According to Ahmed & Dantata (2016), politics have an influence on policy implementation, especially in government institutions. Ugo & Ukpere (2011) indicate that politics have an unhealthy influence on the bureaucracy during policy implementation. According to Ikechukwu & Chukwuemeka (2013), public bureaucracy refers to the hierarchy of positions, and allocated responsibilities, in a government department. Ikechukwu & Chukwuemeka (2013) indicate that the bureaucracy in government is arranged in a hierarchical order and guided by internal rules and regulations providing official functions and roles. In addition, Makinde (2005) agrees that rules and regulations in the public bureaucracy lay the foundation for the roles and responsibilities of those carrying-out these duties. Dick (2003) indicates that the bureaucracy operates under the watchful eye of politicians who get into government through political parties and elections. In terms of Ali (2006), politics influences policy implementation by infiltrating and hindering the workings of the bureaucracy through corruption and maladministration during policy implementation.

The problem for policy implementation arises when organisations such as the state or department within a government is under the leadership of ineffective and corrupt politicians. According to Ikechukwu & Chukwuemeka (2013), when leadership is corrupt and inept, it can affect the context and quality of the formulated policies. My understanding is that this occurs when politicians leading the state or department formulate policies not for public gain, but to promote their selfish interests and agendas. Furthermore, for policies to receive proper attention in terms of implementation, policy formulation should focus on public need rather than political and personal advancement. In support, Dick (2003) adds that politicians often participate in policy formulation to attract public acclaim and attention but, paying little regard to the appropriateness of the policies and the problems, which they were formulated to address. My point is that this focus on personal gain and political acclaim has in most cases left the policy implementation process in disarray and led to policy failure. Ugo & Ukpere (2011) claim that in most cases where policies are ineffective, it is due to political leaders participating

in policy formulation and implementation to get rewards as well as personal and political benefits without considering the real developmental need for the policy. As indicated by Aluko & Adesopo (2002), policy failure is often caused by the actions of inconsiderate and corrupt politicians who only work to serve their own interests and ambitions, which consequently results in public policies in developing countries becoming inappropriate and lacking well-defined objectives and programmes. My position is that when policies are inappropriate and lack well-defined objectives, they are bound to be implemented in a haphazard and illogical manner, which will lead to policy failure.

The negative influence of politics on policy implementation has also led to the abandonment and dismantling of policies even before the completion of their implementation, especially in developing countries (Ezeani, 2006). My belief is that the reason for dismantling policies is that they were not formulated to address existing problems, but only to satisfy the political ambitions of people who were in power at that point in time. Ikechukwu & Chukwuemeka (2013) indicate that many policies are abandoned or dismantled because they were not formulated to address real problems that exist but to gain political advancement echo this sentiment. My opinion is that the bureaucracy and the target group should be provided with opportunities to provide input during policy formulation and implementation. This should apply to ordinary citizens who are to be involved in policy formulation through public debates and referendums. My understanding is that this exercise can produce high levels of motivation when dealing with policy implementation.

In addition to the influence of politics due to corruption and maladministration (Ugo & Ukpere, 2011), politics also has a way of putting unwarranted pressure on the bureaucracy, which in turn affects policy implementation. This pressure on the bureaucracy occurs when they have to rely on politicians to make fundamental decisions regarding policy implementation (Ugo & Ukpere, 2011). Ugo & Ukpere (2011) refers to this type of influence as undue pervasive political influence on the public bureaucracy. The researcher is of the view that when politicians put undue pressure on the bureaucracy, it limits their capability and willingness to implement policies. This undue control and pressure by politicians are believed to be prevalent in the formulation as well as the eventual implementation of policies (Ugo & Ukpere, 2011). Ugo & Ukpere (2011) indicate that in most organisations such as government and their departments, political leaders formulate policies and take total control of their implementation. My point is that this takeover by politicians often leaves the bureaucracy, who are knowledgeable and best suited to deal with policy implementation, frustrated (Hill & Hupe,

2014). Watt & McPhee (2014) stress that the bureaucracy is fragile and can easily lose direction due to interference in their routine functions. To this effect, the takeover of public policies by politicians often results in the bureaucracy abandoning efforts of implementing policies due to loss of hope, frustration and diminished interest. According to Ikechukwu & Chukwuemeka, 2013, political leaders providing the bureaucracy with opportunities to take decisions on routine administrative matters after having consulted with them and obtained their consent do not always precede policy implementation activities. My understanding is that this situation contributes to reduced levels of motivation and enthusiasm towards policies, which consequently leads to poor implementation. Ugo & Ukpere (2011) indicate that a low level of interest in the bureaucracy during policy implementation is often attributed to the influence of political leaders who are driven by selfish, personal and political interests. They see fit to control and direct the implementation of policies without the bureaucracy having much say on the matter. To make matters worse, the bureaucracy is fragile by nature and excessive control by political leaders can lead to negative perceptions about a policy (Ikechukwu & Chukwuemeka, 2013). Ajaegbu & Eze (2010) insist that a negative perception about a policy is possible when people in the bureaucracy feel they are fettered and overly controlled. Ikechukwu & Chukwuemeka (2013) lament that this can lead to formulated policies not making a meaningful contribution to national development.

Another problem is that politicians may shelve existing policies (Ajaegbu & Eze, 2010). This is often done when policies were formulated and implemented by opposition political parties who are no longer the ruling party in government. The belief is that shelving existing policies limits service delivery, especially in developing countries. According to Wischnevsky (2004), new political leadership may shelve existing policies to make an impression on the government and the public by formulating their own policies, programmes and projects. The problem with shelving existing policies is that those in power do not take time to assess the effectiveness of these policies for resolving the public problems they were formulated to address. My assumption is that the focus on shelving these policies involves removing all traces of the previous government and that politicians will work to achieve recognition in the political arena through this exercise. In support, Abah (2010) laments that political leaders shelve policies without any concern for the potential of those policies. My sentiment is that if a policy was implemented successfully and producing desired results in terms of solving public problems, there should be no need to do away with it. My view is that for organisations to reach a high level of effectiveness in policy implementation there should be continuity in terms of

implemented policies. To completely eradicate a problem, new leadership should use existing policies as a basis for further exploring the area or problem that initially prompted the formulation of the policy. There is also a need for political parties and their leaders to critically analyse each policy implemented by the previous regime without bias and be politically motivated to determine their effectiveness before shelving them.

2.5.4. Strategies to enhance effectiveness in policy implementation

Policy success is an important factor in the survival of organisations (O'Brien, 2008), and according to Wischnevsky (2004), ensuring success in policy implementation is a sure way of creating continuity and sustainability. For this reason, it is important that organisations look at ways of achieving success when dealing with policy implementation. Ikechukwu & Chukwuemeka (2013) and Okeke (2001) argue that their ways in which organisations can ensure effectiveness in policy implementation. However, due to the focus of the study and alignment of the literature review, only two strategies were singled out. The researcher believed that they are pointedly relevant and align well with the purpose and theoretical foundations of this study. These strategies include installing focused, responsible and purposeful political leadership at the heads of government departments (Ikechukwu & Chukwuemeka, 2013) and installing honest, dedicated heads of public bureaucracy (Pardo del Val & Martinez Fuentes, 2003). The reason for discussing these two strategies is that they have a strong link with politics and its influence on policy implementation. One of the theories that form the basis for the study is political symbolism (Jansen, 2002). The theory expresses the influence that politics have on policy formulation and implementation. The two strategies are therefore more relevant to the study than others are. According to Ikechukwu & Chukwuemeka (2013) and (Okeke (2001), these strategies have an influence in the success of policy implementation, especially in government and government departments. Taking a stance to focus only on these two strategies is driven by the need to highlight the effect that politics and the bureaucracy have on policy implementation and how policy implementation can be strengthened in view of these aspects. My stance is that policy implementation in government can be successful if the leaders at the helm of government install focused, responsible and purposeful political leadership as well as honest and dedicated heads of public bureaucracy. These two aspects of policy implementation are deemed to have a strong bearing on the success of policy implementation.

2.5.4.1. Installing focused, responsible and purposeful political leadership as the heads of government departments

Installing focused, responsible and purposeful political leadership as the heads of various government departments has been found to be a strategy that can enhance the success of policy implementation in government departments (Ikechukwu & Chukwuemeka, 2013, and Okeke, 2001). Okeke (2001) believes that when government appoints politicians to lead government departments, the criteria for selecting such people should be based on honesty, integrity and unselfishness. My understanding is that politicians are the main cause for the failure of most of the policies that government earmarks for implementation, and for this reason, political heads of government should be people who are dedicated and have the welfare of the public at heart. This will ensure that the formulation and eventual implementation of policies brings about development and change for the better. According to Okeke (2001), focused, responsible and purposeful political leaders are not governed by personal interests and ambitions. They instead work selflessly to enrich ordinary citizens and uplift the standard of living for communities. Policy implementation success often depends on politicians working selflessly and without ulterior motives. In support, Ikechukwu & Chukwuemeka (2013) indicate that to achieve effectiveness in policy implementation, governments, especially those of developing countries who are faced with problems of policy implementation, should install credible leaders at all levels of government, including national, provincial and local. My opinion is that if government could screen candidates who are to be deployed in high positions such as ministerial roles, by validating their financial background and their history of effective management, it would assist in reducing maladministration, mismanagement and misappropriation of funds designated for implementing public policies. Olanyi (1998) concurs that political leaders who are deployed in high government positions are the very people who run the process of policy implementation into the ground by selfishly squandering government resources meant for policy implementation and focusing on personal gains and public acclaim. My view is that government should collaborate with political organisations and other stakeholders and find means to deal with them in a suitable manner. This will help them address the issue of politicians squandering government resources and failing to stick to policy implementation programmes and ensure success in policy implementation.

At the same time, politicians also make the error of imposing too much on the activities of the bureaucracy during policy implementation, and according to Okeke (2001), this has often led to the unsuccessful implementation of policies. In terms of Surel (2000), the bureaucracy is

fragile and tends to lose focus when outside forces disturb its activities. To this end, the bureaucracy should be given the opportunity to deal with the task of implementing policies without interference from politicians. Obodoechi (2009) and Hakkinen & Belloni (2015) support this, asserting that reducing the extent to which politics infiltrate bureaucratic activities can assist in creating effectiveness in policy implementation. Obodoechi (2009) insists that infiltration by politicians occurs when bureaucrats are not provided with opportunities to take decisions with regard to their participation in policy implementation, and have to wait for politicians to make decisions on their behalf, creating feelings of hopelessness and loss of direction and purpose. On a positive note, Obodoechi (2009) and Hakkinen & Belloni (2015) concur that if politicians could give bureaucrats a free role and allow them to exercise real control and authority over their actions, it would assist in building their confidence and autonomy, which would in turn lead to the motivation to implement policies. The argument is that confidence and autonomy in the bureaucracy would allow them to be pro-active, motivated and enthusiastic when it comes to policy implementation. Furthermore, when people have confidence in their capability to engage in a activity, that confidence will assist them to pursue activities that will lead to the success of their endeavours. In the case of the bureaucracy, this confidence can be cultivated by giving them space to work without interference. Okeke (2001) concurs that in most organisations, confidence can be cultivated among staff members by allowing them to engage in critical decision-making. My opinion is that when bureaucrats have confidence because of positive participation without much reliance on politicians making decisions for them, it can indeed create motivation, which will lead to success in policy implementation.

Lastly, there should be a transition from the present political landscape in which each political organisation looks out for itself only and strive to annihilate other political parties. This constant pressure to remove rival political parties has often led to people ignoring the more pressing issue of policy implementation and service delivery. According to May (2003), for policy implementation to succeed, there should be an improvement in the political landscape and a political environment that would be conducive for policy implementation. This can be achieved through decisions to locate and allocate political responsibilities for developed policies (Paudel, 2009). In other words, there should be proper delegation of political duties to oversee policy implementation. This delegation should focus on individuals who possess the required capabilities that would ensure success in policy implementation. These individuals would then be allowed to manage and lead the process of policy implementation and report

directly to the provincial and national assembly. The present scenario in South Africa is that top positions are awarded to people based on political standing rather than experience and capabilities. This has led to a situation where inexperienced people who lack the required knowledge and competencies lead policy implementation.

2.5.4.2. Appointing honest and dedicated heads of public bureaucracy as a way of ensuring effectiveness in policy implementation

The bureaucracy is a complex, but fragile institution burdened with the exhausting role of policy implementation (Stewart *et al*, 2008), and in most instances, the bureaucracy is expected to ensure that policies are implemented successfully. Ikechukwu & Chukwuemeka (2013) have noted that institutions such as government and departments can ensure effectiveness in policy implementation by appointing honest and dedicated heads to lead and manage the public bureaucracy. Ikechukwu & Chukwuemeka (2013) believe that in most cases where there is ineffectiveness in policy implementation, it is because people who are at the helm of governments, especially in most African and developing countries, are dishonest and lack dedication. This sentiment is supported by Ozor (2004) who stresses that policy implementation failure is often the result of dishonesty at the helm of the bureaucracy. Ozor (2004) adds that these people exhibit dishonesty by looting government resources that is meant for policy implementation. My argument is that high positions in the public bureaucracy should be given to people who are loyal and share the vision of the government. In addition to loyalty and honesty, the people appointed as heads in the public bureaucracy should also possess good leadership qualities such as being purposeful and having the interests of the department and the public at heart. To achieve this level of honesty and loyalty to the cause of the bureaucracy, departments should revisit their selection and appointment processes and procedures. My belief is that disloyal and dishonest leaders in the bureaucracy initially arose because the selection and appointment process is flawed. My suggestion is that the selection and appointment process should be rigorously revisited to close loopholes. Appointing deserving people who possess the qualities required to work in these positions, will help reduce disloyalty and dishonesty, which in turn will improve policy implementation.

Dishonesty and lack of loyalty also arise due to the poor working conditions in the bureaucracy. The argument is that people become dishonest and disloyal when their working conditions are not conducive for effectiveness. In order to establish effectiveness in the way the bureaucracy operates, it is imperative for government to improve their working conditions. Ikechukwu &

Chukwuemeka (2013) and Okeke (2001), who suggest that another way of ensuring effectiveness in policy implementation is for government to embark on improving the working conditions of public bureaucrats, support this sentiment. Okeke (2001) feels that most of the financial problems faced by government and their departments such as misappropriation and mismanagement of funds and looting of government resources by public bureaucrats is the result of poor working conditions. Okeke (2001) indicates that poor working conditions such as low pay coupled with long working hours can lead to bureaucrats using state money to improve their lives, instead of using these resources for policy implementation, which would bring development and sustainability. Obodoechi (2009) also declares that improved pay packages for public bureaucrats can assist in eliminating corruption. My argument is that less corruption in government will allow for proper use of allocated resources. At the same time, when public bureaucrats are satisfied with their working conditions, which naturally translates into better living conditions, there is no reason for them to appropriate government resources for personal use. My opinion is that satisfied public bureaucrats will focus on the improvement of the general lives of the public since they would not have a reason to misuse resources for personal gain. Furthermore, better working conditions for public bureaucrats might lead to effectiveness in policy implementation. People who have better working conditions such as improved pay also experience a boost in morale and may become more dedicated and motivated to do their work. Pulz & Treib (2007) suggest that high levels of motivation in employees can result in effectiveness in policy implementation. My understanding is that improved working conditions leads to reduced corruption in the public bureaucracy, and reduced corruption will in turn lead to effective policy implementation. Allocated funds would be used for the proper purposes as per the budget.

2.5.5. Challenges of policy implementation

Literature on policy implementation is abundant and describes a myriad of challenges that hinder the process of policy implementation (McLevey & Deschamps, 2017; Ahmad, 2012; Fowler, 2000 and Jones *et al*, 2004). McLevey & Deschamps (2017) indicate that these challenges are often the cause of poor implementation of policies. The challenges include, amongst others, conflict between policy formulation and interest groups; implementation requiring constant and periodical high-level review; lack of administration capabilities; lack of communication; and lack of involvement of target group.

Conflict between policy formulation and interest groups

Jones *et al* (2004) have discovered that one of the challenges that policy implementation faces is the existing conflict between policy formulation and interest groups. According to Jones *et al* (2004), public policies are formulated in parliament through the legislature and its Standing Committees, but they are expected to be implemented in the field under varying circumstances and environmental factors, which may differ from that of parliament. According to McLevey & Deschamps (2017), conflict arises when policy makers are not in agreement with interest groups. Jones *et al* (2004) indicate that interest groups in the area of policy design may include labour unions and associations of churches. Jones *et al* (2004) insist that interest groups represent the public who might be adversely affected by policies. For this reason, policy makers need to get the cooperation, coordination and commitment of interest groups and the public at all levels of policy implementation. If this cooperation is absent, policy implementation can meet resistance from interest groups and the public.

Implementation requires constant and periodical high-level review

Another challenge of policy implementation is that it requires constant and periodical high-level reviews (Ahmad, 2012). Ahmad (2012) believes that such constant, high-level reviews cost policy implementation a lot of time, which becomes a challenge in terms of resources, including materials and human energy. According to Ghazavi, Nasr, Jafari & Mosapour (2016), policy implementation cannot do away with constant reviews since this is the only activity that can enhance the accountability of the agencies responsible for implementation. Furthermore, Fowler (2000) concur that the constant reviews in policy implementation are conducted to reveal practical issues in the implementation and level of political support provided by the legislature. In addition, Fowler (2000) reiterates that all these activities lead to consumed time in terms of policy implementation, which can result in the process moving out of schedule.

Lack of administration capabilities

Lack of administration capabilities, especially by people working in the bureaucracy, is another challenge of policy implementation (Ghazavi *et al*, 2016). According to Ghazavi *et al* (2016), when people working in the bureaucracy do not have the necessary knowledge and skills to implement policies successfully, it becomes a challenge to successfully implement policies. The lack of knowledge and skills can also result in employees' inability to achieve proposed objectives in terms of policy implementation (Fullan, 2013). Fullan (2013) indicates that the

challenge arises due to employees' inability to channel available resources optimally due to lack of knowledge and technical skills on policy implementation.

Low level of involvement of target group

Low level of involvement of the target group in the policy implementation process has also been found to be a challenge (de Leon & de Leon, 2013). According to de Leon & de Leon (2013), the target group is key to the success of a policy. The reason behind this declaration is that the target group is directly involved in implementing the policy, and hence its participation is crucial. If the target group is not taken on board, the policy implementation process will suffer. In support, Hall & O'Toole Jr. (2000) indicate that the target group is most affected by policy implementation. For implementation to be successful, policy implementers should consider involving people affected in decision-making processes about the proposed policy to achieve buy-in. Kettunen (2000) also indicates that the target group should be involved at the earliest stages of policy implementation through education to create awareness about the impending policy. Potoski (2001) suggests that if policy implementers do not involve the target group in the activities of implementing policies, it can lead to resistance against the policy. de Leon & de Leon (2002) lament that policy implementation would be better served if practitioners were to adopt a more participatory, democratic stance rather than the usual top-down approach often adopted by governmental institutions. de Leon & de Leon (2013) asserts that policy implementation need to be more democratic in its approach when involving constituents that have a greater voice regarding the policies that will affect them, and in most cases where policy implementation fails, it is due to organisations neglecting the voice of the ordinary people.

Lack of communication

Lack of communication is another factor that poses a challenge to policy implementation (Hutchison, 2001). According to Hutchison (2001) and Cesario & Higgins (2008), the way managers deliver information can affect the perception of employees on policy implementation. Cesario & Higgins (2008) indicate that this perception is generated when employees are aware and understand the dynamics involved in the implementation process. Jones, Jimmieson & Griffiths (2005) believe that this understanding is a consequence of sharing information using various communication strategies that are employed by managers to best deliver information to employees. Jones *et al* (2005) believe that when employees gain valuable information about the policy and how it will affect them and their working

environment, they develop a desire to implement it. On the other hand, Gyeong-Seop & Mi-jeon (2009) believe that when management does not follow good procedures in information delivery, it can result in a lack of understanding about the policy among employees to the point that they develop resistance to it (Egonwan, 2003).

Coincidentally, Harry (1998) has also pointed to lack of communication as a factor that threatens policy implementation. According to this author, a lack of communication manifests itself through the actions of change managers through lack of information delivery related to the policy. In support, Poister (2003) and Hutchison (2001) believe that the manner in which change managers handle public relations in the organisation during policy implementation and how they deliver information, as well as the use of suitable and accepted communication strategies, can positively or negatively influence employees in being ready for, or resisting change. In view of the above argument, policy managers are held accountable for making sure that there is effective communication at all levels of the organisation. People must understand policies earmarked for implementation. My assumption is that lack of communication regarding policies will result in resistance towards the policy, which will consequently lead to policy failure.

2.6. CONCLUSION

The literature review has focused on the background, legislation with a bearing on the PSSP, aims, content of the PSSP, expectations of principals of the PSSP, and its implications for principals and school education. In terms of the DBE, the Minister of Basic Education formulated the PSSP in conjunction with the Council of Education Minister (South Africa, 2016). The aim of the PSSP is to establish common standards on principals' management and leadership expectations (South Africa, 2016). Various pieces of legislation have provided a foundation for the formulation of the PSSP. Such legislation includes the Constitution of the Republic of South Africa of 1996; the National Education Policy Act, 27 of 1996; the South African Schools Act, 84 of 1996; the Employment of Educators Act, 76 of 1998 and other legislation that contributed to a lesser extent. The PSSP also provides guidelines on leadership expectations of principals in schools. These leadership expectations involve strategic, instructional and transformational leadership (South Africa, 2016). In terms of the PSSP, principals are expected to employ these leadership roles to lead schools to greater success. The PSSP has certain implications for principals. Principals are expected to lead and manage schools by exhibiting management and leadership skills as proposed in the PSSP. According

to PSSP, employing these management and leadership skills will enable principals to initiate improvement in the performance of schools (academically and general management).

Secondly, the literature focused on readiness and readiness to implement. The literature focused on providing an explanation of the concept of readiness, readiness to implement and its determinants, and the importance of measuring readiness to implement.

The last part of the literature focused on policy implementation. This section of the literature dealt with stakeholders involved in policy implementation, factors affecting policy implementation, and how policy implementation can be enhanced.

The next chapter, Chapter 3, will focus on research methodology.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1. INTRODUCTION

This chapter discusses the research methodology of the study. Leedy & Ormrod (2010) describe a research methodology as the approach that the researcher takes in carrying out the research, and which dictates the tools the researcher selects for the research. My understanding of methodology is that it provides a path that the research process follows and is directed through credible strategies used over time by previous researchers. The chapter contains the research questions that guided the study, research paradigm, research approach, research design, sampling, data collection, data analysis, trustworthiness, ethical issues, significance and limitations of the study.

3.2. RESEARCH QUESTIONS THAT INFORMED THE DIRECTION OF THE STUDY.

The study had the following main research question.

How do principals understand their readiness to implement the PSSP?

In order to address the main research question, the following sub-questions were formulated:

- How do principals understand the PSSP?
- What motivates principals to implement the PSSP?
- What capabilities do principals possess to implement the PSSP successfully?
- What are the factors that can contribute to successful implementation of the PSSP?
- What are the challenges that principals can encounter, and which can contribute to the unsuccessful implementation of the PSSP?
- How do principals perceive the implementation of the PSSP?

3.3. RESEARCH PARADIGM: THE POSITION OF THE RESEARCHER WITHIN THE STUDY

According to Bryman (2006), a paradigm refers to a set of propositions that explain how people view the world. Morse & Niehaus (2009) assert that a paradigm informs social researchers and scientists about what is important, reasonable and legitimate in research, depending on

one's worldview. Creswell (2011) concurs with that a paradigm is a philosophical stance that informs the methodology and guides the process of research.

My stance as a researcher aligns with social constructivism or what Creswell (2013) refers to as interpretivism. According to Cohen *et al* (2009), social constructivism is a worldview that aligns with naturalistic approaches. In terms of social constructivism, the social world can be explained and understood only from the viewpoint of the people under investigation (Creswell, 2013 and Cohen *et al*, 2009). According to Marshall & Rossman (2010), social constructivism involves the use of inductive methods and individuals' experiences to arrive at solutions in research. Accordingly, researchers rely on the experiences of the participants which is probed in natural contexts to make meaning out of the phenomenon being investigated (Babbie, 2016). Mertens & Ginsberg (2009) declare that social constructivism favours naturalistic qualitative approaches. Mertens & Ginsberg (2009) argue that constructivism follows the logic of qualitative research and aligns with qualitative standpoints, data collection, analysis and making meaning of findings in order to address research questions. The forthcoming paragraphs will discuss social constructivism in terms of paradigmatic elements, which include its ontology, epistemology, and methodology, in order to delve into the social constructivism paradigm and its relation to the study.

Ontology

Sarantakos (2013) indicates that ontology deals with the nature of reality. Sarantakos (2013) posits that researchers view reality from their qualitative, quantitative or mixed methods stance. Onwuegbuzie & Collins (2007) indicate that depending on one's worldview, the reality of nature may be objective, subjective or constructed. In terms of social constructivism, multiple realities are generated through individuals' lived experiences and interactions with others and the social world (Cohen *et al*, 2009). Creswell (2009) posits that in terms of social constructivism, reality is constructed and understood through the eyes of the individuals who are the ones defining reality as they live and observe it. In relation to the study, the responsibility of the researcher is to listen to the perspectives, perceptions and experiences of the participants and collaborate with them to make meaning of their social world through interacting with the phenomenon. The nature of reality in the study is that participants work in collaboration with the researcher to establish reality through their experience and interactions with the PSSP.

Epistemology

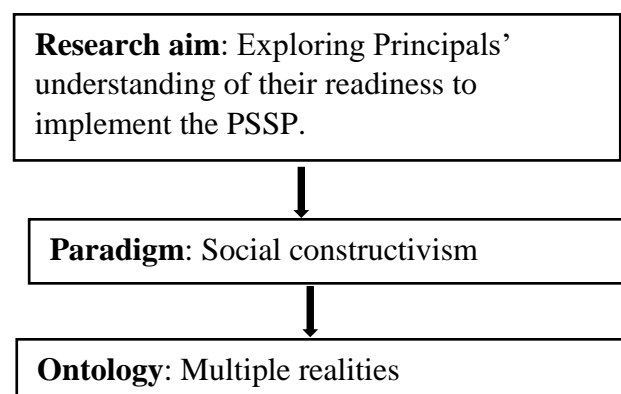
Collins *et al* (2006) indicate that epistemology deals with the nature of knowledge and focuses on what type of knowledge research is looking for, and how reality is known (Creswell, 2013). In terms of social constructivism, knowledge is constructed based on the reality of the world people experience and live in (Tashakkori & Teddlie, 2003). Czarniawska (2004) asserts that social constructivists construct reality as a collaborative activity between the researcher and the researched. Czarniawska (2004) argues that reality is shaped by the experiences of individuals and the researcher makes meaning of reality through interacting with the participants. In relation to the study, knowledge is constructed through the experiences that the participants have with the phenomenon, which is generated by the collaborative interaction between the researcher and the participants.

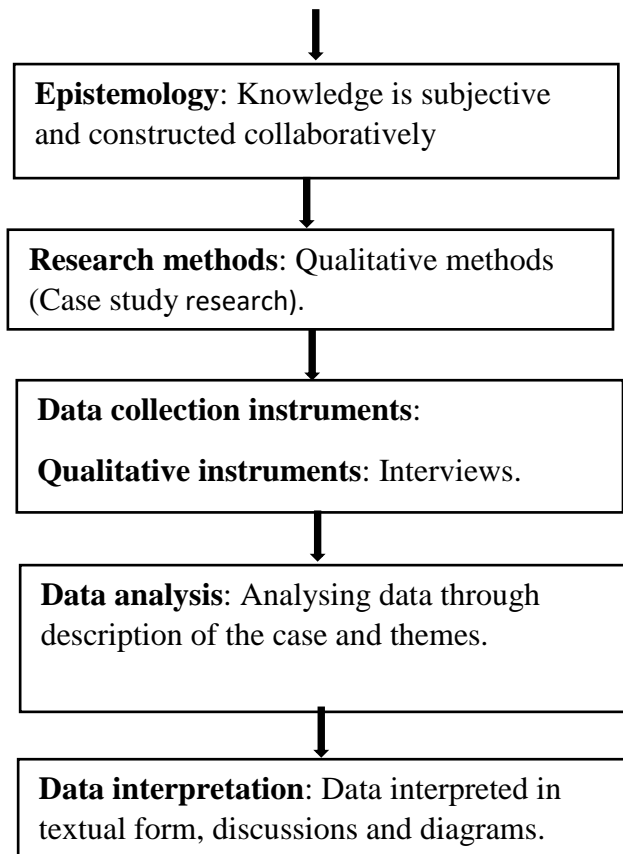
Methodology

Benini (2000) defines methodology as a research strategy that translates ontological and epistemological principles into guidelines that show how research is to be undertaken. Benini (2000) further infers that methodology also informs the type of research methods that are to be used in data collection and analysis. Anderson & Arsenault (2001) suggest that social constructivism favours qualitative research methods. In addition, Marshall *et al* (2010) indicate that social constructivism also favours the use of inductive methods of emergent ideas, which is achieved through consensus. Marshall *et al* (2010) concur with the fact that the use of inductive methods of emergent ideas is generated using qualitative methods such interviewing, observing and analysis of texts.

A summary of the methodology used in this research has been presented diagrammatically along with an ordered, systematic approach of the research process. This systematic process includes the aim, ontology, epistemology, research methods, data collection and data interpretation.

Figure 1. Research methodology





3.4. RESEARCH APPROACH (QUALITATIVE APPROACH)

The purpose of the study was to explore principals' understanding of their readiness to implement the PSSP. For this purpose, the study employed a qualitative methods approach. According to Cohen *et al* (2009), a qualitative approach in research is a naturalistic approach that is mainly used in social science research. Nieuwenhuis (2013) describes qualitative research as research that focuses on collecting rich, descriptive data in relation to a phenomenon with the aim of developing an extensive understanding of the phenomenon under study. In terms of Willig & Stainton-Rodgers (2009), qualitative methods are generally used to discover how people deal with certain issues in everyday life or institutional practices. In support, Denzin & Lincoln (2003) assert that qualitative research is mainly concerned with attempting to understand the meanings that participants attach to actions, beliefs, decisions, and values within their natural setting. The use of a qualitative approach allowed the researcher to dig deeper and explore how principals understand their readiness to implement the PSSP. In terms of authors such as du Plooy-Cilliers, Davis & Bezuidenhout (2014) the focus of

qualitative approach is to understand the phenomenon under study through the perspectives of the participants.

Various characteristics make qualitative research appealing to most researchers. According to Clandinin & Connelly (2000) and Creswell (2011), qualitative research is naturalistic in its nature. Creswell (2011) asserts that being naturalistic means qualitative research has the distinct characteristic of collecting data in the natural world, which is in tune with the people and places under study. In addition, Mertens & Ginsberg (2009) concur that qualitative research investigates real-world situations as they unfold naturally. The researcher does not use manipulative activities to draw information from the participants. In the study, the researcher conducted data collection through interviews at the work site of the participants and made sure that disruption to their environment and routine was minimised. This helped the participants relax and feel at ease as they were in familiar settings. In terms of Babbie (2016), qualitative research allows the researcher to gather data through face-to-face conversations that give them the opportunity to observe their behaviour and actions within their natural settings. In qualitative research, the researcher acts as an instrument for research (Flick *et al*, 2004). In the study, data were collected personally through face-to-face interviewing of the participants. This allowed the researcher to observe the non-verbal language of the participants, such as facial expressions and gestures (Howitt & Cramer, 2005). In addition, the qualitative research also provided them with the opportunity to perceive the understanding, challenges, perceptions and perspectives of principals regarding the PSSP. According to Leedy & Ormrod (2010), qualitative research can explore attitudes, behaviour, experiences and perspectives using face-to-face interviews. The use of qualitative methods gave the participants an opportunity to express themselves regarding their understanding of their readiness to implement the PSSP. Creswell (2013) agrees that qualitative research focuses on participants' perspectives, their meaning and subjective views. Cohen *et al* (2009) reiterates that in qualitative research, reality is constructed through the eyes of the participants who actively construct their social world. Cohen *et al* (2009) further infer that since qualitative research is subjective in nature, participants are afforded the opportunity to deal with their experience, which occurs in natural and specific contexts. Lastly, qualitative research is characterized by findings that contain the viewpoints of the participants, the reflexivity of the researcher, a complex description of, and interpretation of the problem, and its contribution to the literature, or solution to the problem being studied (Creswell, 2009). The researcher deemed qualitative methods suitable for the study.

The use of qualitative research has certain advantages. Some of these advantages, as proposed by various researchers, are as follows:

- According to authors such as Leedy & Ormrod (2010), qualitative research can produce rich, detailed data containing original participants' perspectives;
- Kielbom (2001) indicates that qualitative research can provide multiple contexts for understanding the phenomenon under study;
- McMillan & Schumacher (2010) infer that it can obtain a more realistic view of the lived world that cannot be understood or experienced in numerical data and statistical analysis;
- Qualitative research can also provide researchers with the perspectives of the participants through the immersion in their situation because of direct contact and interaction with the participants.

Creswell (2011) adds that the advantage of qualitative research approaches is that they afford researchers the opportunity to study participants on site where the phenomenon under study occurs naturally. Furthermore, Creswell (2011) indicates that qualitative research gives researchers the chance to collect data directly from the participants through different data collection strategies, including face-to-face interviews, observations, and document analysis. Moreover, Nieuwenhuis (2013) declares that qualitative research provides researchers with an opportunity to dig deeper and obtain participants' understanding, perceptions, perspectives and experiences about the phenomenon under research. In this study, the chosen principals of schools within Mopani district revealed their understanding of their readiness to implement the PSSP. They also volunteered information about perceived challenges and motivation factors in implementing the PSSP.

3.5. RESEARCH DESIGN

According to Pandey & Pandey (2015) and Leech, Dellinger, Brannagan & Tanaka (2009), a research design is a plan for a study that provides a guideline for collecting and analysing the data. In addition, Leedy & Ormrod (2013) indicate that a research design is a path that is followed in completing a study or a map that is developed to guide research. My opinion is that it provides actual research strategies and techniques that can be used in conducting the research. According to Leech *et al* (2009), the aim of a research design is to minimise expenditure by specifically outlining a proposed plan for the research without any deviations; assist the smooth scaling of the various research operations that will assist to achieve efficiency, and the maximum yield of data with minimal effort, time and money. Leech *et al* (2009) also

suggest other purposes, including collecting relevant data by adopting relevant and accurate strategies and techniques for data collection and analysing; to provide a blueprint or plan and direction to be followed by the research process; and to provide an overview to other researchers interested in the research project. Cooper & Schindler (2001) indicate that a good research design minimises bias and maximises reliability of the data. Cooper & Schindler (2001) suggest that the design, which exhibits very little experimental error, is regarded as the best design in scientific research. Anderson & Arsenault (2001) have suggested the following characteristics as marks of a good research design. They indicate that a research design should have objectivity, reliability, validity, generalisability, and the ability to provide adequate information about the research problem. The study used a case study research design.

3.5.1. Case study

Leedy & Ormrod (2013) define a case study as research involving an in-depth investigation of a particular individual, programme or event for a defined period while du Plooy-Cilliers *et al* (2014) define it as an extensive detailed description of a phenomenon that exists within a real world. It involves individual cases and studies them over an extended period (Atkinson, Coffey, Delamont, Lofland & Lofland, 2007) where the researcher explores a real-life, contemporary bounded system (Creswell, 2014). Lincoln *et al* (2011) indicate that a case study is conducted through a detailed, in-depth study involving multiple sources of information and reports.

The case that warranted investigating was the publication of the PSSP, which the DBE earmarked for implementation by principals. The problem in the case was whether principals understood the policy, which would result in the readiness to achieve a successful implementation. In this study, the case study explored principals' understanding of their readiness to implement the PSSP. Creswell (2015) indicates that a case study is used to learn more about a poorly understood or little-known situation and understand a specific issue where a case is selected to best understand the problem. The case study was suitable for this study as it allowed the researcher to explore the understanding of principals of their readiness to implement the PSSP. Bertram & Christiansen (2014) indicate that one of the aims of a case study is to capture the reality of the participants' lived experiences and thoughts about a situation. Voss, Tsikriktsis & Frohlich (2008) feel that a case study lends itself to early exploratory investigations in which variables are still unknown and the phenomenon is not at all understood. However, in this study the case study was not used for exploratory purposes, but as a single study to capture and explore how the participants understand their readiness to

implement the PSSP. Rule & John (2011) add that a case study also aims at describing what it is like to be in a situation. In support, Atkinson *et al* (2007) indicate that the aim of a case study is to present the case unethically and discover symbolic realities that amplify the unique voice of those whose experience in, and perspective of, the world are unknown, neglected or suppressed. Furthermore, Murchison (2010) state that a case study is suitable for investigating how an individual or programme changes over time as a result of certain circumstances or interventions.

A case study of a qualitative nature has certain characteristics. Atkinson *et al* (2007) concur that some of the characteristics of a case study is that it is conducted in natural settings; has the ability to pursue depth analysis; is able to study whole units; involves a single or few cases; and perceives respondents as experts and not as sources of data. Atkinson *et al* (2007) further declare that in a case study, the phenomenon is studied on-site. In addition to these characteristics, du Plooy-Cilliers *et al* (2014) add that a case study attempts to understand a phenomenon within a specific circumstance, which allows for deep exploration within a natural context, which can results in full and thorough understanding of the particular and lived experience of a participant. du Plooy-Cilliers *et al* (2014) also add that a case study is viewed as a method to give a voice to ordinary people. Furthermore, Creswell (2013) suggests that a case study explores phenomenon in real-life cases that are in progress so that accurate information can be gathered which is not lost over time.

The advantage of using a case study as advocated by Creswell (2014) is that it has the ability to present an in-depth understanding of the case, which can be achieved through its affinity with using multiple modes of data collection. Czarniawska (2004) also has a lot of praise for case studies. Czarniawska (2004) highlights that a case study lends itself well to providing detailed information on a phenomenon since it is descriptive in its nature. It gives the researcher the opportunity to present a detailed report of the case. Dubois & Gadde (2002) also assert that case studies are suitable for learning about phenomena occurring in similar conditions and environmental contexts, which can be applied to other cases in the same situation, and as a result lead to generalisability of findings. Voss *et al* (2008) add that a case study allows phenomena to be studied in a natural setting where the researcher can generate meaningful, relevant understanding by observing actual practice.

Besides those advantages, other authors such as Lincoln *et al* (2011), Elliot (2005) and Clandinin & Connelly (2006) have cautioned researchers of the pitfalls that they might

encounter when using case studies. Elliot (2005) and Lincoln *et al* (2011) indicate that it can be problematic when a researcher decides to choose a case study to conduct an inquiry without initially identifying a case. Lincoln *et al* (2005) caution that in conducting a case study, the foremost activity that a researcher should think about is whether a real case or problem exists that would warrant a thorough case inquiry. In addition, Clandinin & Connelly (2006) have observed that some researchers find it difficult to complete case study research because of a misplaced case or a case that is not relevant to a selected site and problem. According to Flyvbjerg (2006), a case study provides little bases for generalisations. Flyvbjerg (2006) insists that this is often caused by a case study being too situation specific and therefore not appropriate for generalisations.

3.6. SAMPLING

Onwuegbuzie & Collins (2007) refer to sampling as a process of selecting a portion, piece or segment that is representative of a whole. In terms of Onwuegbuzie & Collins (2007), the purpose of sampling in research is that it helps to inform the quality of inferences made by the researcher stemming from research findings. In addition, Onwuegbuzie & Collins (2007) indicate that sampling involves making decisions about the number of participants to be selected and the way the sample is going to be selected. In terms of McPherson (2001), sampling allows a researcher to study a very small part of the target population to obtain data that are representative of the whole population. Gabor (2007) asserts that sampling in qualitative research is primarily conducted using non-probability sampling. Hatch (2002) defines non-probability sampling as a sampling procedure where the intent is not representativeness and does not employ the rules of probability sampling. McPherson (2001) indicates that non-probability sampling uses small samples where the size of the sample is flexible. Benini (2000) indicates that the advantages of using non-probability sampling include the fact that the techniques involve simple procedures at relatively low costs. Planning saves time and is easy, and participants are treated as persons and not objects. However, Sarantakos (2013) advises that findings generated from non-probability sampling have limited representativeness, compared to probability-sampling strategies. In this qualitative study, sampling focused on sampling strategy, research population and research site.

3.6.1. Sampling strategy

The sampling strategies used in the study were **purposive and convenience** sampling. In purposive sampling, researchers consciously choose participants and sites to learn and

understand a central phenomenon (Murchison, 2010). In addition, Palinkas, Sarah, Green, Wisdom, Duan & Hoagwood (2015) defines it as a technique for the identification and selection of information-rich cases for the most effective use of limited resources. From the proposed definitions of purposive sampling, it is apparent that the aim of purposive sampling is to make use of selected samples of individuals or groups with the aim of obtaining rich information. Teddlie & Yu (2007) indicate that purposive sampling is mainly employed in studies of a qualitative nature as a non-probability sampling method where researchers are not highly concerned about the generalisability of findings. In addition, Bertram & Christiansen (2014) indicate that purposive sampling has to do with researchers making specific choices about people, groups or objects to include in the sample.

Purposive sampling was suitable in the study as it allowed the researcher to select participants who were presently working as principals in schools and who were affected directly by the implementation of the PSSP. In purposive sampling, the researcher selected principals who were presently working in schools and who were deemed to have access to the PSSP. According to Gabor (2007), participants in purposive sampling are selected due to their knowledge, experience and expertise. The choice of selecting participants rests with the judgement of the researcher. The researcher deemed principals as suitable participants in this study. Their suitability was due to their position as the target group expected to implement the PSSP as envisaged by the DBE. The researcher selected principals who were readily available and who resided within a radius of a 100 kilometres to participate in the study. Patton (2002) supports purposive sampling as a strategy in which settings, persons or events are selected deliberately for the important information they can provide.

Secondly, the researcher also used convenience sampling to further access the participants for the study. According to Berg (2001), convenience sampling, which is also referred to as accidental sampling, is a strategy that relies on the availability of research subjects. In other words, researchers select participants who are nearby or easily accessible. In convenience sampling, the researcher selected principals depending on their availability. Some principals who initially agreed to participate in the study later withdrew due to other commitments and the researcher had to replace them with those who were available. In this study, the use of the convenience sampling strategy had the advantage of being inexpensive and quick in accessing participants (Leedy & Ormrod, 2010).

3.6.2. Research sample and site

The sample that was selected in this study included principals of both primary and secondary schools in Mopani district, Limpopo province. Mopani is one of the underperforming districts in Limpopo province (Limpopo Provincial Government, 2019). The assumption is that this underperformance could be emanating from poor policy implementation, which can be exacerbated by lack of readiness to implement policy on the part of principals. This made the district a suitable choice for the case study. The researcher selected **15** principals to participate in the interviews. These principals were selected from the larger population of principals in Mopani district, which consists of 495 public ordinary schools (Statistics South Africa, 2015). The selection of the sample was influenced by factors of accessibility including geography, time and availability. A brief description of these factors is provided below.

Geography

The researcher selected principals who lived within a radius of 100 kilometres to avoid travelling long distances and to reach more participants within reasonable time, considering that the study was limited to three years.

Time and availability

Some principals who initially agreed to take part were always busy and could not avail themselves for interviews. Some principals had personal business commitments and could not be interviewed. The researcher had to add other participants to keep up with the sample in order to achieve data saturation (McMillan & Schumacher, 2010).

3.7. DATA COLLECTION

The data collection instrument employed in the study was interviews. The following paragraphs will explain the interviews, including their characteristics, strengths and weaknesses and their suitability for this study. The paragraphs will also explain semi-structured interviews, their characteristics, strengths, weaknesses, and the procedure followed in conducting the interviews.

3.7.1. Interviews

Bertram & Christiansen (2014) define an interview as a conversation between the researcher and the participant, whereas Dexter (2006) refers to it as verbal questioning. According to Merriam (2005), an interview is used to seek out information about the experience, understanding, opinions and feelings of the participants. In this study, the interviews were

used to gather information on how principals understand their readiness to implement the PSSP. The use of interviews provided the participants with the opportunity to share their thoughts, perceptions, perspectives and understanding of their readiness to implement the PSSP. Creswell (2012) and Bertram & Christiansen (2014) indicate that an interview can yield a large amount of data related to questions about facts, beliefs, attitudes, perspectives, feelings, motives, present and past behaviours, and conscious reasons for behaviour or feelings. Eder & Fingerson (2003) add that the purpose of interviews in research is to allow researchers to use probing and clarifying questions and discuss participants' understanding with them to collect in-depth information.

According to authors such as Turk (2009), Riesman (2008) and Smyth, Dillman, Christian & McBride (2009), the use of interviews in research has its advantages. Turk (2009) and Smyth *et al* (2009) declare that interviews have the advantage of flexibility. In this regard, interviews can be adjustable to meet different situations such as being structured, unstructured, close-ended or open-ended (Leedy & Ormrod (2013). Interviews have a high response rate when compared with other data collection methods such as questionnaires (Creswell, 2013). Maxwell (2013) indicates that interviews attract a high response rate because the researcher is present to administer the interview questions and ensure that all prepared questions are answered. Sarantakos (2013) has also observed that interviews are easy to administer. According to Sarantakos (2013), interviews do not require participants to be literate to answer the questions, which makes it easier for the participants to volunteer information. Sarantakos (2013) points out that interviewing can be conducted in the language that participants best understand and later converted to English by the researcher. Riesman (2008) declares that another advantage of using interviews is that it allows one to observe non-verbal behaviour, which is not possible with other data collection strategies. Riesman (2008) insists that having a chance to observe non-verbal behaviour during interviewing can assist in the collection of in-depth information. Other advantages of using interviews, according to Creswell (2013), Sarantakos (2013) and Saris & Gallhofer (2002) include that interviews provide the researcher with the capacity to correct misunderstandings of participants, control the order of questions, record spontaneous answers, control the identity of the participants, and control the time, date and place of interview. Groves, Fowler, Couper, Lepkowski, Singer & Tourangean (2009) add that interviews have the advantage of providing probing and prompts, which allows for in-depth collection of information. Groves *et al* (2009) explain that probing can assist researchers in asking questions that are aimed at delving deeper into participants' answers and achieve

clarity and richer information. Bergold & Thomas (2012) indicate that other advantages of interviews include the fact that the presence of the researcher during the interview allows him or her to make the questions clear. The researcher can ask more questions to obtain detailed information if the participants have provided insufficient answers, and it is easier for participants to talk to a researcher than to write a long response in a questionnaire. On the other hand, interviews also have disadvantages that can cause uneasiness during research. Authors such as Dexter (2006), Sarantakos (2013) and Turk (2009) argue that interviews are time-consuming and costly. Sarantakos (2013) indicates that interviews such as face-to-face interviews require researchers to accrue travelling costs and spend extended periods of time on site interviewing participants, while telephone interviews are also costly in terms of charges. In addition to being costly, interviews also promote bias (Leedy & Ormrod, 2013). According to Leedy & Ormrod (2013), interviews are prone to gravitate towards the attitudes, values and experiences of interviewers, which can result in bias. Dexter (2006) also asserts that interviews are less convenient than other data collection strategies such as questionnaires. According to Dexter (2006), interviews require participants to dedicate their time to have a conversation with a stranger, which can be inconvenient and reduce the level of anonymity (Creswell, 2012). According to Creswell (2012), when a researcher conducts face-to-face interviews, he or she has knowledge of the participants' identity, residence, family, work and personal details. Interviews are also not suitable for collecting sensitive information, when compared with other data collection methods (Saris & Gallhofer, 2002). According to Saris & Gallhofer (2002), the fact that interviews often assume a face-to-face or telephone conversation, produce a feeling of closeness between the researcher and the participant, which can make them reluctant to divulge sensitive information. Creswell (2012) has also observed that interviews are not suitable for asking questions about experiences and behaviour, since it requires interviewees to rely on their memories. Creswell (2012) posits that this may result in inaccurate information since people's memories are subject to distortion as time elapses from the moment of occurrence. Creswell (2012) also points out that people are sometimes dishonest during interviews. Dexter (2006) indicates that this occurs especially when people are asked to provide information about their attitudes, feelings and motives, where some people may decide to hide their true characteristics by saying what they think the researcher wants to hear, instead of providing the information as related to the interview questions. According to Cohen *et al* (2001), the disadvantages of interviews include that power relations influence them. The position of the researcher may influence the type of information participants may volunteer. Cohen *et al* (2001) also point out that interviews generate large volumes of textual data, which requires time and energy to

transcribe, and they result in self-reporting data where participants may intentionally or unintentionally distort information.

3.7.1.1. In-depth semi-structured interviews

The type of interviews used in this study was in-depth semi-structured interviews. According to Atkinson *et al* (2007), a semi-structured interview is an interview in which the researcher uses structured questions that precede open-ended questions. Tashakkori & Teddlie (2010) indicate that open-ended questions in semi-structured interviews take the form of probes or follow-up questions. In this study, semi-structured interviews were used to explore principals' understanding of their readiness to implement the PSSP. The in-depth semi-structured interviews allowed the researcher to dig for principals' understanding through follow-up questions from the leads in the participants' statements to obtain hidden information about their understanding of the topic under research. Leedy & Ormrod (2010) concur that the use of semi-structured interviews aims at gathering in-depth data about a topic.

In-depth semi-structured interviews were suitable in this study because of their ability to accommodate structured questions with the flexibility of allowing follow-up questions or probes (Saris *et al*, 2002). In addition, semi-structured interviews require the ability of the researcher to communicate effectively and use good interviewing skills (Flyvberg, 2006). Flyvberg (2006) adds that it also requires the researchers to possess adequate knowledge of the research topic (Sarantakos, 2013) to be successful in collecting in-depth information, since they are usually long and winding.

An in-depth semi-structured interview was suitable in this study since it allowed the researcher to gain and maintain rapport with the participants, also since it has the capacity to allow for small talk aimed at breaking the ice (Creswell, 2014). In addition, the use of in-depth semi-structured interviews and probing led to issues not covered or intended in the interview schedule (Sarantakos, 2013). Since semi-structured interviews are conducted in a face-to face manner, the researcher can observe and evaluate behaviour with its non-verbal accompaniments (Smyth *et al*, 2009).

In-depth semi-structured interviews also have their weaknesses. According to Kvale & Brinkmann (2009), semi-structured interviews are unable to generalise findings. In other words, the findings may only apply to a specific study without any room to be applied to other similar situations. Leedy & Ormrod (2013) propose that a semi-structured interview is very much dependent on the skills, values and ideology of the interviewer. This might mean that an

interviewer who does not have adequate knowledge in conducting interviews may fail to gather in-depth data, even when the participants have the potential to provide in-depth information.

3.7.1.2. Piloting the interview schedule

The researcher piloted the interview schedule before it could be administered to the research participants. The little mistakes that were discovered during piloting were corrected. According to Berg (2001), it is beneficial to pilot the interview schedule before it can be administered to the actual participants. Firstly, the interview schedule was submitted to the supervisor for a critical evaluation. Berg (2001) insists that interview schedules should be submitted to experts who are familiar with the topic being researched (technical experts) or a person who fits the type to be studied. The reason for submitting the interview schedule to the supervisor was to assist in identifying questions with poor wording, questions with offensive or emotion-laden wording, and questions revealing the researchers' own biases, personal values or blind spots (Babbie, 2016). Secondly, the interview schedule was piloted using three selected participants as practice interviews before it could be administered in the main study (Berg, 2001). According to Cohen *et al* (2010), it is important to conduct piloting when using interviews. Cohen *et al* (2001) argue that the piloting of interview instruments can assist the researcher in assessing how effective the interview will be and whether the type of data being sought would be obtained.

3.7.1.3. Procedure for data collection using in-depth semi-structured interviews

In conducting the interviews, certain procedures and processes needed to be satisfied in order to ensure that all ethical considerations were met. Firstly, the researcher applied for ethical clearance from the University of Pretoria Ethics Committee to make sure that the research including data collection methods satisfied all the required ethical considerations. Creswell (2012) indicates that obtaining approval from university research committees is one of the first steps that researchers need to do before undertaking any research. Secondly, the researcher applied in writing for permission to conduct research in Mopani district schools from the Limpopo Department of Education. Lastly, the researcher sent consent forms to all the participants who participated in the interviews. The consent forms contained information about the aims of the research, issues of anonymity, confidentiality, and right to withdraw from participating in the research at any time. The researcher also advised the participants to sign the consent form as a way of showing agreement to participate in the study. Kvale & Brinkmann (2009) also assert that obtaining approval from individual research sites and

reaching agreements with participants is one of the ethical issues that governs research. Before the interviews, the researcher arranged with the participants to decide on suitable venues and times for conducting the interviews. The arranged times fell outside the school programme as requested by Limpopo Department of Education since the participants were school principals. According to the Limpopo Department of Education (2015), research conducted in schools should not disrupt the normal process of teaching and learning.

The interviews began with questions about the biographical information of the participants in order to break the ice, which allowed the participants to relax. Leedy & Ormrod (2010) indicate that it is imperative for interviewers to establish rapport during interviewing. According to Creswell (2012), rapport can be achieved by beginning the interview with small talk. Creswell (2012) advises that for rapport, interviewers always need to be courteous and respectful and should show genuine interest in what the interviewee has to say. After the initial small talk, the interview then proceeded to prepared questions that were semi-structured and required that participants provide experiences, feelings, perceptions and understanding of their readiness to implement the PSSP (Maree, 2013). During the interviews, the researcher used a recorder to record the responses with the permission of the participants. Creswell (2005) advises that during interviews, researchers should record participants' response verbatim using handwritten notes, video recorders and laptop computers. The researcher also did verbatim transcriptions of the interviews after the interview sessions while the information was still new (Brannen, 2005). According to Creswell (2005), this is one way of ensuring trustworthiness of the collected data. One piece of advice that authors such as Creswell (2013), Leedy & Ormrod (2013) and Maree (2013) give to novice researchers is to keep their reaction to themselves when conducting interviews by not showing surprise, agreement or disapproval in reaction to the information volunteered by the participants.

3.8. DATA ANALYSIS

According to Kelley *et al* (2003), the aim of data analysis is to establish the findings of the study and to summarise information to be understood easily and provide the answers to the original questions. Data analysis in the study followed what Ezzy (2002) refers to as qualitative analysis. According to Ezzy (2002), qualitative analysis is a procedure that deals with data presented in textual, verbal and multi-focus format. A qualitative analysis was suitable in this study since the data was collected using interviews, which rendered them to be in textual and verbal form. Sarantakos (2007) indicate that the aim of qualitative analysis is to transform and

interpret qualitative data in a rigorous and scholarly manner because in qualitative analysis, data are representations of human activities and verbal utterances. In this study, data was collected in interviews using a video recorder and the main analysis was conducted after data collection, when the video recording was viewed. Data analysis in the study was conducted both during data collection and at data analysis stage. Maree (2013) insists that in qualitative studies, data analysis is reiterative, and conducted not only at analysis stage, but also during data collection.

Bertram & Christiansen (2014) concur that data analysis in qualitative studies involve the processes of data reduction, data display and drawing conclusions. According to Bertram & Christiansen (2014), data reduction involves activities that are aimed at selecting, simplifying and transforming transcripts of data obtained during data collection into manageable data, which is achieved through coding of data to find patterns. In addition, Rule & John (2011) posit that after data reduction, the researcher is faced with the task of displaying data in a fashion that would allow readers and critics to move through the work with less confusion. Rule & John (2011) are of the view that data display is through written reporting which includes the insertion of verbatim quotes from interviews and other qualitative data collection methods. Lastly, the researcher is faced with the task of drawing conclusions about the findings of the study. According to Cohen *et al* (2000), the drawing of conclusions in qualitative studies begins at data collection and proceeds along with the study. Cohen *et al* (2000), indicate that during this stage, the researcher is continually involved in noting patterns and possible explanation of participants' inputs, but the conclusions regarding the collected data is conducted after the final analysis.

The researcher analysed the data using a deductive approach based on the title of the research and literature review. The study proposed four constructs, which were used in formulating research questions to facilitate data collection. These constructs are ***readiness, understanding, motivation*** and ***capabilities***. The approach involved coding and the identification of themes, which also allowed the researcher to look for patterns and connections (Bertram & Christiansen, 2014). According to Ezzy (2002), the analysis of data in qualitative studies relies on the emergence of themes from data without pre-construction. In analysing the data, the researcher followed guidelines suggested by Creswell (2015), which are as follows: Identify statements that relate to the topic; break the relevant information into groups; group statements into meaningful units; seek divergent perspectives and construct a composite.

3.10. TRUSTWORTHINESS OF THE STUDY

The researcher used various strategies to ensure that the study achieved trustworthiness. McMillan & Schumacher (2010) define trustworthiness as the consistency with which a measuring instrument yields a certain result when the entity being measured has not changed. In terms of Leedy & Ormrod (2013) and Neuman (2006), ensuring trustworthiness is a hallmark of qualitative studies. The researcher initially submitted the interview schedule to people (supervisor) who are experts in research to check whether the interview questions were not ambiguous, did not contain offending language, and were designed in such a way that they would collect the intended information explicitly. Secondly, the interview schedule was piloted with a selected sample of participants. The pilot participants were selected for being principals of schools who were assumed to have information regarding the PSSP, but who were not initially selected to participate in the main study. This was done to verify whether it would collect the information that it was purported to collect and to check whether the questions were clear and easy to understand. According to Onwuegbuzie & Leech (2007), these approaches can highly increase the trustworthiness of a measuring instrument. Thirdly, the researcher also ensured that the study was trustworthy through follow-up interviews (Turk, 2009), member checking (Baxter & Jack, 2008), the use of a video recorder during interviews (Czarniawska, 2004) and immediate transcription of data after the interviews. In this regard, the researcher made use of a video recorder to record participants' responses verbatim (Czarniawska, 2004). The use of the recorder ensure that the researcher captured all the participants' responses accurately. It also ensured that the researcher did not miss any information that would later prove critical to the success of the study. The researcher also made use of follow-up interviews (Turk, 2009). Follow-up interviews were conducted with some of the participants after going through the interview transcripts where some of the responses were not clear or where the responses seemed to require clarification. The researcher conducted member-checking (Baxter & Jack, 2008) with the participants. Onwuegbuzie & Leech (2006) reiterate that member checking involves the provision of informal feedback to participants. In terms of Onwuegbuzie & Leech (2006), this process involves systematically obtaining feedback about one's data, analytic categories, interpretations and conclusions for the study group. In this study, member checking was conducted by providing the participants with interview transcripts so that they could check and verify the accuracy of their responses. It was also done to make sure that the researcher have indeed captured their responses accurately. Lastly, the researcher made sure that he conducted a verbatim transcription of the recorded interviews immediately after the

interview process while the information was still new. This was done in order to make sure that the researcher was able to write down the exact comments made by the participants during the interviews.

The researcher also ensured that the study had transferability. According to Sampson Jr. (2017), transferability refers to the degree to which the results of a qualitative research can be generalised or transferred to other contexts or settings. The researcher enhanced the transferability of the study through describing the research context and explaining the assumptions that form the core of the study.

The researcher also ensured that the study had dependability. Wilson & Abibulayena (2018) describe dependability as the consistency and reliability of the research findings and the degree to which research procedures are documented, allowing someone outside the research to follow, audit, and review the research process. The researcher ensured the dependability of the study through a meticulous conceptualisation of the study, data collection, data interpretation and reporting of the findings.

The researcher also ensured that the study had confirmability. According to Yin (2011), confirmability refers to the degree to which results could be confirmed or corroborated by others. In this study, the researcher ensured the confirmability of the study through accurate referencing, a clear audit trail of methods and strategies used in the collection of data and through the researchers' own reflexivity when interacting with the research participants and analysis and interpretation of data.

3.11. ETHICAL ISSUES

The researcher applied in writing to the University of Pretoria Ethics Committee for ethical clearance and permission to conduct the research in schools from the Department of Basic Education. There were some ethical issues that I needed to satisfy in the study. Firstly, the researcher considered the issue of informed consent (Leedy & Ormrod, 2013). The researcher provided each respondent with a consent letter before the interviews. The consent letter contained information regarding the aim of the study, my details, and the right of withdrawal from the study. Layder (2013) indicates that both the research staff and respondents must be fully notified about the aim and methods of the research and any potential uses of the information gained from the research. Kelly, Clark & Sitzia (2003) advise that informed consent should be included as part of participants' consent. Secondly, the researcher also considered the issue of confidentiality. The researcher made sure there is confidentiality of

respondents by using pseudonyms (Wiles, Graham, Heath & Charles, 2008). Layder (2013) indicates that researchers should always protect the identity of participants. The researcher also ensured confidentiality of the respondent by putting the information in such a way that it would not reveal the source. According to Onwuegbuzie & Leech (2007), researchers must not disclose information collected from participants to anyone. In support, Leedy & Ormrod (2013) insist that researchers working with human participants must respect participants' right to privacy, respect for participants, informed consent, voluntary participation, no coercion, full disclosure of funding sources, no harm to participants and avoidance of undue intrusion. Thirdly, the researcher also considered the protection of participants' interest. This was achieved by taking great care that participants are physically and mentally protected (Layder, 2013). Fourthly, the researcher made sure that the participants were treated with respect during face-to-face interviews. Respect and courtesy were achieved in the interview by wording the interview questions in such a way that the participants would feel at ease and valued. Leedy & Ormrod (2013) contend that when researchers work with human participants, they should always be treated with respect and courtesy throughout their participation in the research. An ethics application form together with all the required attachments was submitted.

3.12. SIGNIFICANCE OF THE STUDY

The study aimed at adding literature on readiness to implement and policy implementation to the field of change management. The study also raised awareness, especially among the DBE education principals, of the importance of a higher level of understanding before implementing the PSSP. In addition, the study created awareness at the DBE, and among principals and the relevant stakeholders with an interest in education as regards strategies for implementing change successfully. Again, the study also aimed to assist the DBE in establishing readiness and measuring the readiness of its principals to implement the PSSP in order to adopt a successful and tension-free implementation.

3.13. LIMITATIONS OF THE STUDY

In this study, semi-structured interviews were employed to collect data on principals' understanding of their readiness to implement the PSSP. The study used a small sample of participants, and for this reason, the findings are not generalisable and are not representative of all school principals in the province. The study only used male and female principals of primary and secondary schools in Mopani district. No other stakeholders were involved. The findings are based on what principals reported about their understanding of their readiness to

implement the PSSP, with limited data to crosscheck the findings apart from examining what the participants provided. The use of interviews also limited the study due to travelling costs, since the researcher had to travel to reach participants who agreed to be interviewed. The interviews were also long and time-consuming which also served to limit the study. According to Leedy & Ormrod (2010), interviews, due to their characteristic ability to dig deeper for more information, tend to be time-consuming.

3.14. CONCLUSION

This chapter provided the methodology of the study, including the research approach, research paradigm, research design, data collection strategies, sampling strategies and data analysis. It also discussed the trustworthiness and credibility of the study as well as ethical considerations and limitations. The next chapter, Chapter 4, will focus on the presentation of the qualitative data.

CHAPTER 4

RESEARCH FINDINGS AND ANALYSIS

4.1. INTRODUCTION

This chapter presents the data collected during the semi-structured interviews with school principals. The purpose of the study was to explore principals' understanding of their readiness to implement the PSSP. The interest in the study was aroused by the publication of the PSSP, which generated an interest in exploring whether principals understand their readiness to implement the policy (South Africa, 2016). The literature review suggested that there is a high failure rate when it comes to policy implementation around the world as well as in South Africa, which might also occur with the PSSP. The questions that assisted in the data collection were related to principals' understanding of the PSSP; principals' motivation to implement the PSSP; and challenges that principals could encounter, which could contribute to the unsuccessful implementation of the PSSP. Other questions were based on factors that could contribute to the successful implementation of the PSSP; capabilities that principals possess for the successful implementation of the PSSP and how principals perceive the implementation of the PSSP.

4.2. BIOGRAPHICAL INFORMATION OF THE PARTICIPANTS

The data collected from the principals about their understanding of their readiness to implement the PSSP included information about their gender, age, qualifications, and experience as principal, school location and type of school. Table 1 below contains the biographical information of the participants. It includes gender, age, qualifications, and number of years (experience) as a principal, school location and type of school.

Table 1: Biographical information of the participants.

Participant	Gender	Age	Qualifications	Experience (Number of years as principal?)	School location	Type of school
Principal A	Male	50	SPTD, FDE, BA, BA Hon.	13	Rural	Primary

Principal B	Female	47	STD, FDE, BA, BEd. Hon.	18	Rural	Secondary
Principal C	Male	53	STD, FDE, BA.	20	Urban	Primary
Principal D	Female	45	SPTD, ACE, BEd Hon.	10	Rural	Secondary
Principal E	Male	55	STD, FDE, BA, BA Hon, MA.	17	Urban	Primary
Principal F	Male	45	SPTD, ACE, BEd Hon., MA.	2	Rural	Primary
Principal G	Female	42	STD, ACE, BEd Hon.	7	Urban	Secondary
Principal H	Female	40	STD, ACE, BEd Hon.	8	Urban	Primary
Principal I	Male	40	HED. FDE, BEd Hon, MA.	10	Rural	Primary
Principal J	Male	57	HED, BA, BA Hon.	23	Rural	Secondary
Principal K	Male	57	SPTD, FDE, BEd. Hon.	06	Rural	Secondary
Principal L	Male	46	SPTD, FDE, B.Ed. Hon	15	Urban	Primary
Principal M	Male	47	HED, FDE, BEd Hon	03	Rural	Primary
Principal N	Female	46	SPTD, ACE, BEd. Hon	02	Rural	Primary
Principal O	Male	45	SPTD, ACE, BEd Hon., MA.	02	Rural	primary

In terms of the gender of the participants, the study consisted of both male and female principals. The participants consisted of ten male and five female principals. Most of the research participants were males and females were in the minority.

The principals' qualifications ranged from ACE (Advanced Certificate in Education) which has since been discontinued, to a Master's degree. Most of the principals are well qualified, which is a requirement for a position of this kind. Principals are required to have an REQV of 12, which is equivalent to an honours degree.

The principals' experience ranged from two to twenty-three years. Most of the participants had more experience as principals of schools, which could translate to experience in policy implementation. This experience could work to their advantage when implementing the PSSP.

In terms of school location, the principals worked in both rural and urban locations. Ten of the participants worked in rural schools, while five worked in urban schools. The reason for selecting schools in both rural and urban locations was to minimise bias.

4.3. RESEARCH QUESTIONS AND THEMES

The following paragraphs contain the research questions and themes that originate from the data analysis done on the principals' interview transcripts.

Table 2: Research questions, themes and sub-themes

Research questions	Themes and sub-themes
<i>1. How do principals understand the Policy on the South African Standard for Principals?</i>	<p>1. Principals' understanding of the Policy on the South African Standard for Principals.</p> <p><i>1.1. How principals came to know about the PSSP</i></p> <p><i>1.2. Lack of training of principals on the PSSP</i></p> <p><i>1.3. How the DBE values the PSSP as an important policy for principals.</i></p> <p><i>1.4. Principals' understanding of their role in relation to the aims of the PSSP</i></p> <p><i>1.6. Principals' understanding of the PSSP</i></p> <p><i>1.7 Principals' understanding of the aims of the PSSP</i></p> <p><i>1.8. Principals' lack of understanding of the aims of the PSSP</i></p>

	<p>1.9 Principals' expectations on the implementation of the PSSP</p> <p>1.10 Principals' lack of expectations on the implementation of the PSSP</p>
<p>2. What motivates principals to implement the Policy on the South African Standard for Principalship?</p>	<p>2. Motivation of principals to implement the PSSP</p> <p>2.1. Factors that could motivate principals to implement the PSSP (Intrinsic and extrinsic motivators)</p> <p>2.2. Factors that could demotivate principals in the implementation of the PSSP</p> <p>2.3. Principals' perceived benefits and disadvantages that could affect their motivation in the implementation of the PSSP</p>
<p>3. Which challenges encountered by principals can contribute to the unsuccessful implementation of the Policy on the South African Standard for Principalship?</p>	<p>3. Challenges encountered by principals can contribute to the unsuccessful implementation of the PSSP</p> <p>3.1 Challenges of implementing the PSSP</p> <p>3.2. Strategies to overcome challenges of implementing the PSSP</p>
<p>4. Which factors can contribute to the successful implementation of the Policy on the South African Standard for Principalship?</p>	<p>4. Factors that could contribute to the successful implementation of the PSSP</p> <p>4.1. Factors that could make principals implement the PSSP successfully</p> <p>4.2. Strategies which principals would use to transfer the successful implementation of the PSSP to their schools</p>
<p>5. What capabilities do principals possess to implement the Policy on the South African Standard for Principalship successfully?</p>	<p>5. Principals' capabilities to implement the PSSP successfully</p> <p>5.1. Skills that principals have that could assist them to implement the PSSP successfully</p>

	<p>5.2. <i>Available resources that principals perceived as important in the successful implementation of the PSSP</i></p> <p>5.3. <i>Actions that principals perceive as important in the successful implementation of the PSSP</i></p> <p>5.4. <i>The experience that principals have regarding policy implementation</i></p>
<p>6. <i>How do principals perceive the implementation of the Policy on the South African Standard for Principalship?</i></p>	<p>6. The perception of principals about the implementation of the PSSP</p> <p>6.1. <i>The value that principals attach to the implementation of the PSSP</i></p> <p>6.2. <i>Honesty of principals regarding implementing the PSSP</i></p> <p>6.3. <i>Factors within the school that could affect the capabilities of principals to implement the PSSP</i></p> <p>6.4. <i>Factors in the DBE that could affect the capabilities of principals to implement the PSSP</i></p> <p>6.5. <i>Principals' views about implementing the PSSP</i></p>

4.4. DATA ANALYSIS PROCESS

The data analysis in the study was conducted through a qualitative analysis in terms of Ezzy (2002). According to Kelly (2003), the aim of the qualitative analysis is to summarise data so that it is easily understood and provides the answers to the original questions. The findings of the study evolved solely from semi-structured interviews, which produced data in textual format. These emerged from the use of qualitative data analysis techniques that followed inductive methods of analysing data (Sarantakos, 2007). The use of qualitative analysis is suitably aligned with the constructivist paradigm within which the study is grounded. The data analysis process was conducted in line with the following steps, which assisted in the development of themes and sub-themes that make up the findings of the study. In analysing

the data, the researcher followed the guidelines suggested by Creswell (2015): Identify statements that relate to the topic; break the relevant information into groups; group statements into meaningful units; seek divergent perspectives and construct a composite.

Identifying statements that relate to the topic

To identify statements related to the topic, data, which was in verbal form and obtained from the participants with a video recorder, was initially transcribed into textual format. This was done in order to reduce the data into a more understandable format (Bertram & Christiansen, 2014). In order to achieve the required data reduction, I had to read the textual data more than once to make the text familiar. This was done to identify the patterns and similar statements and achieve a complete understanding of the data. However, the researcher made use of the research questions to develop themes. The textual data obtained from the participants interviews contributed mainly in establishing sub-themes that were accentuated with participants' verbal comments.

Breaking the relevant information into groups

After identifying similar statements and patterns in the data, I had to group the relevant information into groups containing similar ideas (Maree, 2013). These consisted of statements with similar ideas about the topic under study.

Grouping statements into meaningful units

Similar groups of statements were organized into larger groups (Creswell, 2015) with a similar idea in relation to the topic. This was achieved using colouring in order to identify statements belonging to an idea.

Seeking divergent perspectives

Groups that were similar were organized into one group (Bertram & Christiansen, 2014). This was achieved by further allocating groups of identical statements into subunits, with their own specific headings.

Constructing a composite

The groups containing similar ideas were also joined together into larger groups from which themes began to emerge (Leedy & Ormrod, 2010). The emergent themes were in line with the research questions about principals' understanding of their readiness to implement the PSSP. According to Ezzy (2002), the analysis of data in qualitative studies relies on the emergence of

themes from data without pre-construction. The research questions that formed the foundation for the emergence of data and the subsequent themes were:

- How do principals understand the PSSP?
- What motivates principals to implement the PSSP?
- What capabilities do principals possess to implement the PSSP successfully?
- Which factors can contribute to the successful implementation of the PSSP?
- Which challenges encountered by principals can contribute to the unsuccessful implementation of the PSSP?
- How do principals perceive the implementation of the PSSP?

4.5. DISCUSSION OF FINDINGS ACCORDING TO THEMES

The following paragraphs will discuss the findings of the identified themes and sub-themes regarding principals' understanding of their readiness to implement the PSSP. Some of the themes established in the study readily aligned with the theoretical foundations of the study. For example, the findings about the motivation of principals to implement the PSSP correlated with the Herzberg *et al* (1959) two-factor theory. According to the theory, people are motivated by both intrinsic and extrinsic factors, which also emerged in the study. In addition, the study also correlated with the Jansen (2002) theory of political symbolism. According to the findings, politics have an influence on policy formulation and implementation, which could lead to policy failure (Walinga, 2008). However, new themes emerged, which did not correlate with the two theories in the study. These new themes will assist in generating new literature in the area of readiness to implement and policy implementation.

4.5.1. THEME 1: PRINCIPALS' UNDERSTANDING OF THE PSSP.

4. 5.1.1. How principals came to know about the PSSP

The findings of the study indicate that principals came to know about the PSSP through various sources of information. These sources of information are explained in the coming paragraphs.

Principals' meetings at circuit level of the Department of Education

This study has found out that, school principals obtain valuable information about educational policies and other issues in circuit level meetings. It was revealed that principals obtain valuable information about educational issues and policies in circuit level meetings organised by circuit managers of various circuits. The study found that in these meetings, circuit

managers indicated the existence of the PSSP to principals. Most of the principals believed circuit managers of various circuits in the district convened these circuit meetings and disseminated information about the PSSP in passing. Circuit managers are aware of the existence of the PSSP and might already have knowledge about its contents and aims. The findings also suggest that the DBE wants the PSSP to reach all schools under its jurisdiction due to its importance. Since circuit managers already have knowledge about the existence of the PSSP, its contents and aims, they make it a point to communicate its existence and importance to principals. It also suggests that some principals can spread information about the existence of policies including the PSSP to colleagues without the intervention of the DBE at circuit level meetings.

Principal K: I first heard about the PSSP when I was attending a principals' meeting, which was organised by the Circuit Manager in our circuit.

In addition, the study also discovered that some principals had known about the existence of the PSSP even before circuit managers could inform them about it. Some principals checked with colleagues during circuit level meetings to verify whether they knew about the existence of the PSSP. This suggests that some principals are proactive and search for information about policies on their own.

Principal G: The Circuit Manager told us that this policy is one of the requirements that officials from the DBE would like to see when they visit schools during whole school evaluations.

Principals' meetings convened at district level of the Department of Education

It was found out that principals meeting are also a channel through which policies are disseminated. The study found that principals also came to know about the PSSP at principals' meetings organised at district level through the district Department of Education. Some principals indicated that they came to know about the PSSP when they were attending principals' meetings organised by the Mopani District Department of Education. This suggests that principals also get information about policies and the PSSP at district level meetings where principals of various circuits in the district congregate. Some principals stated that the facilitator in the district meeting insisted that the PSSP is one of the policies that school principals should have in their school files. The district Department of Education also wants principals to understand the contents of the PSSP and implement it. The district Department

of Education is also concerned about the implementation of the PSSP to the point that they provide information about it. The study also suggests that the district Department of Education regard the PSSP as an important policy for principals. This is evident through the constant announcement of the policy in departmental meetings.

Principal N: *I was attending a principals' meeting that was organised by the Mopani district when one of the facilitators mentioned the PSSP.*

Principal N: *The facilitator said principals should read the policy in order to familiarise themselves with it.*

Principals meetings convened by the provincial Department of Education

The study also discovered that principals came to know about the PSSP from principals' meetings arranged by the provincial Department of Education. Some principals indicated that they first heard about the existence of the PSSP when attending a principals' meeting organised by the Limpopo provincial Department of Education. The findings suggest that the provincial Department of Education also regard the PSSP as an essential policy that all principals should have in their possession. The provincial Department of Education will push for the implementation of the PSSP in schools, since it regards the policy as being of value.

Principal A: *I first heard about the PSSP when attending a principals' meeting organised by the Limpopo province Department of Education.*

Principal K: *The facilitator at the meeting indicated that the policy is one of the required documents in schools and that principals should make sure that they get and understand it.*

Schools receiving the policy from DBE through emails

The study also discovered that principals became aware of the PSSP when they received the policy through emails that were sent by the DBE. Almost all the principals agreed that they received the PSSP through emails from the DBE. This was after principals' meetings in which the policy was mentioned. It was found out that various communication such as sending information electronically through emails are used in policy dissemination to principals.

Principal N: *I later received a copy of the policy through the school email.*

Principal C: *After a month, the policy was sent to my school through email by the Limpopo province Department of Education.*

Principals receiving information about the PSSP from colleagues

Word of mouth between colleagues was found to be another way in which principals came to know about the existence of the PSSP. Some principals indicated that they came to know about the PSSP from their friends who are principals in other schools. It is evident that principals can get information on new policies and education development through discussions that occur in informal settings. Some principals who received information about the PSSP in principals' meetings passed the information to their friend principals in informal discussions. The reason some principals inform their friends and colleagues about the PSSP is due to the insistence of the Department of Education that all principals should get and understand the PSSP.

Principal B: *I came to know about the PSSP through a principal friend.*

Principal C: *I initially came to know about the PSSP through a colleague. One day we were talking about policies that have a bearing on education and he later talked about the PSSP.*

PSSP accessed from the DBE website

The study also discovered that principals came to know about the PSSP by accessing it from the DBE website. Some principals indicated that they accessed the policy on the DBE website. This was after the principals had already received verbal information of the existence of the PSSP. The finding suggests that some principals are pro-active. They do not wait for the DBE to provide information about policies, but rather find ways of accessing the information themselves from the Internet and the DBE database after hearing about it from other sources.

Principal F: *After that, I downloaded the policy in the internet and read it.*

Principals getting to know about the PSSP from self-reading

The study also discovered that most principals came to know about the contents of the PSSP through self-reading. Although these principals did not receive training on the PSSP from the DBE, they took the initiative and read the policy to gain understanding. It is evident that some principals can take initiative to the degree that they read policies when they receive them from the DBE to gain a good understanding, even though the DBE had not yet conducted training on the policy.

Principal K: *I read the policy several times in order to make sure that I understand what it is all about.*

Principal G: Yes, after receiving it, I made it a point to go through it.

However, the study also discovered that a small number of principals did not read the PSSP after receiving it through the DBE email. Some principals do not feel the need to get to know educational policies, but they wait for the DBE to provide it. My understanding is that these principals might not yet have had time to read the policy due to some other commitments.

Principal M: *No, I have not yet read the policy.*

Principal O: *As I have indicated earlier, I have not read the policy, but since it has its focus on developing principals, that is motivation factor for me.*

4.5.1.2. Lack of training of principals on the PSSP.

The findings of the study regarding training of principals on the PSSP revealed that principals did not receive training or attend workshops on the policy. The finding suggests that although the DBE has a high regard for the PSSP, it has not yet conducted training for principals on the PSSP since its inception in 2015. However, the finding suggests that some principals were proactive and took the initiative to read the policy individually in order to understand it, which might show interest towards the policy. The seeming lack of training of principals on the PSSP contradicts what Kettunen (2000) asserted about the importance of offering training and education to the target group. According to Kettunen (2000), the target group should be involved in the policy through the establishment of awareness. Potoski (2001) asserts that a lack of training of the target group on a policy may generate resistance.

Principal A: *No, I have not received any training or workshop about the PSSP. After receiving the document, I made it a point to read the contents myself.*

Principal E: *No, I did not receive any training on the PSSP. What I did after receiving it is that I read the whole document in order to try to understand it.*

4.5.1.3. How the DBE values the PSSP as an important policy for principals

The finding revealed that the DBE regards the PSSP as an important policy for principals. Department officials from different levels in the DBE, including circuit, district and provincial levels, exhibited a high regard for the PSSP. This was revealed by the fact that DBE officials used every opportunity to impress its importance upon principals during meetings. Some principals indicated that the facilitator in one of the meetings declared that the PSSP is one of the policies that is required to be in the school file. Other principals indicated that the facilitator in a meeting stressed that all school principals should have this policy. The findings further

revealed the high regard that the DBE has for the PSSP to the effect that the policy will be one of the documents that the DBE officials will check during whole school evaluations. This is evident from the fact that some principals indicated that circuit managers insisted that all principals have the PSSP in their files. The ELRC (2003) describes whole school evaluation as a DBE programme used for evaluating the overall effectiveness of a school, which includes the support provided by the district, school management, infrastructure and learning resources, and the quality of teaching and learning. This is an indication of the high value that the DBE has placed on the implementation of the PSSP.

Principal D: *The facilitator indicated that the PSSP is one of the policies that is required to be in the school file. He said that every school principal should be in possession of this policy.*

Principal G: *The Circuit Manager told us that this policy is one of the requirements that officials from the DBE would like to see when they visit schools during whole school evaluations.*

4.5.1.4. Principals' understanding of their role in relation to the aims of the PSSP

The findings of the study regarding principals' understanding of their role in relation to the aims of the PSSP revealed that the main role of principals is that of leading and managing schools. All the principals in the study concurred that they engage in the role of leading and managing schools. It is evident that principals engage in leading and managing activities as a daily routine. The finding suggests that principals conduct management and leadership activities to improve performance in schools. This performance may refer to improvement in learner performance, quality of teaching and learning, financial management, human resource management, management of extra-mural activities and curriculum management. Some of the principals highlighted the fact that improving and exercising their management and leadership actions would result in an improvement in the performance of the school. It is evident that there is a link between exercising good management and leadership by principals and an improvement in performance, be it learner performance or performance in any area of the school. This finding is in line with the expectation of the DBE of improving the competencies of principals in terms of their management and leadership (South Africa, 2016).

Principal E: *My work as a principal is to make sure that there is good management and leadership in all areas of the school.*

Principal B: *My role as a principal involves leading and managing all areas of the school to perform well.*

4.5.1.5. Principals' understanding of the PSSP

The findings of the study in relation to the knowledge of principals about the PSSP revealed that principals understand that the PSSP is a policy formulated by the DBE. The study also found that principals understand that the PSSP contains the eight-core purposes of principals. Lastly, the study discovered that principals understand that the PSSP contains actions or guidelines under each core purpose of principals. A brief discussion of these findings follows hereunder.

Principals understand the PSSP as a DBE formulated policy

In relation to principals' understanding of the PSSP, the study found that they understand that the policy was formulated by the DBE. One principal indicated that the PSSP is a policy that was published by the Minister of the DBE in 2016. It reinforces that of DBE (2016) which highlights that the Minister of Basic Education, Mrs Angelina Motshekga, in 2016, published the PSSP in conjunction with the Council of Education Ministers in the Government Gazette Number 39827.

Principal A: *What I gathered about the PSSP is that the Minister of Basic Education published it in 2016.*

Principals understand the core purpose of the PSSP

The study also revealed that principals understand that the PSSP contains the core purpose of principalship, which also informs the roles of principals in schools. Some principals regarded these core purposes as the aims of principals in schools. Most of the principals indicated to have an understanding that the PSSP contains the core purposes of principals. The finding hints that principals also understand what the core purposes of the PSSP are and what the expectations of the policy are in relation to its core purposes. Principals refer to the core purposes as guidelines for principals. The understanding is that principals are expected to act in order to improve quality in management and leadership by working towards satisfying each core purpose. In addition, principals also seemed to understand the eight core purposes of the PSSP. According to one principal, the core purposes of principals in terms of the PSSP include curriculum; finance; school development; human resource; managing and developing self and others; working with and for the community; and managing extra and co-curricular activities

in the school. According to another principal, the eight core purposes of the PSSP or what the principal regarded as the main roles of principals include leading teaching and learning in the school; shaping the direction and development of the school; managing quality of teaching and securing accountability; and managing the school as an organisation. Other core purposes of the PSSP include managing human resources in the school; managing school finances; developing and empowering self and others; managing and advocating extra-mural activities; and working with and for the community. The finding is in line with the aim of the PSSP as outlined in the policy by the DBE (South Africa, 2016). This provides strong evidence that some principals have a good understanding of the aims of the PSSP even though principals use different concepts to explain them.

Principal F: My understanding of these core purposes is that they include core areas of the school business such as curriculum, finance, school development, human resource, managing and developing others and myself in the school, working with and for the community and managing extra and co-curricular activities in the school.

Principal O: These main roles of principals include leading the teaching and learning in the school; shaping the direction and development of the school; managing quality of teaching and securing accountability; managing the school as an organisation; and managing human resources in the school and other resources. Other roles include managing the school finances; developing and empowering self and others; managing and advocating extra-mural activities; and working with and for the community.

Principals' understanding of the actions or guidelines under each core purpose of the PSSP

The study also found that principals understand that the eight core purpose of the PSSP contains actions or guidelines for principals. These actions require principals to execute them in order to satisfy or achieve the core purpose. Some principals indicated that the PSSP contains guidelines or activities that principals should engage with when exercising their duties. In addition, they believed that engaging in the activities of each core purpose would lead to improvement in school performance. Principals felt that improving their management and leadership competencies through the execution of the actions suggested in the PSSP would also result in the improvement of the overall performance of the school. The findings suggest that the DBE expects principals to perform activities in relation to the guidelines under each core purpose to achieve the aims of the PSSP. It also suggests that the DBE believes that conducting daily routine activities would gradually improve the competencies of principals in terms of

their management and leadership of schools. This finding is supported by DBE (2016) where it is stated that the DBE believes that this policy will assist in establishing clear standards of what the DBE expects of principals regarding management and leadership in schools.

Principal A: *The core purpose of the PSSP which I am talking about also contain a number of guidelines or activities that school principals are supposed to engage with daily when performing their duties as principals.*

Principal D: *By taking and working in accordance with the guidelines of the PSSP, it suggests that as a principal, I would improve on my management and leadership performance, which will have a bearing on the overall performance of the school.*

4. 5.1.6. Principals' understanding of the aims of the PSSP

The findings indicate that some principals understand that the aims of the PSSP are to improve performance in schools, improve the ability of principals to conduct monitoring and evaluation, establish common standards for South African principals, develop school-community relationships, and improve the quality of teaching and learning in schools.

To improve performance in schools

The study revealed that principals understand that the aim of the PSSP is to improve performance in schools. Most of the principals indicated that improving performance in schools as the focus of the PSSP. Principals believed that they would achieve improvement in the performance of schools when they use and follow the guidelines of the PSSP. This would become possible because following the guidelines of the PSSP would help improvement in their management and leadership of schools. This finding is supported by the provision of the PSSP that indicates that the implementation of the PSSP will ensure that there is improved performance in the way schools function as well as in learner performance (South Africa, 2016).

Principal F: *The PSSP provides guidelines about management and leadership activities that principals should practice in order to make an improvement in the performance of the school.*

To improve the ability of principals to conduct monitoring and evaluation

The findings also revealed that the aim of the PSSP is to push for improvement in the area of monitoring and evaluation by principals. This would mean that principals, together with SMTs, would be able to conduct proper and effective monitoring and evaluation of all aspects of

schoolwork. Principals believed that when they are able to conduct effective monitoring and evaluation of schoolwork, it could also lead to improvement in the performance of schools as well as of learners. The finding suggests that principals understand that the PSSP aims at guiding them to improve their management and leadership skills, in the area of monitoring and evaluation, which would lead to improvement in the performance of the school. This finding is in line with the provision of the PSSP that indicates that the PSSP aims at enhancing the developmental needs of principals, including the enhancement of their skills and competencies (South Africa, 2016).

Principal I: *The PSSP also aims at encouraging us principals to monitor and evaluate the performance of learners so that I do not get satisfaction with average performance.*

To establish common standard for principals in South Africa (To define the roles of principals)

The study also found that principals understand that establishing a common standard for principals in South African schools or defining the role of principals is one of the aims of the PSSP. The PSSP is advocating for principals to follow common standards when it comes to performing their duties, to the effect that all principals in South African schools would understand their role. These roles would be common for all principals. Principals indicated that the aim of the PSSP is to define the role of principals in South African schools, which would enhance the image and competence of principals. This is in line with the provision of the PSSP that states that the DBE aims to use the PSSP to provide a clear description of the role of principals by setting out what is required for the position (South Africa, 2016).

Principal A: *The PSSP provides guidelines that define the role of principals in schools in South Africa.*

Principal L: *The PSSP was developed to enhance the professional image and competencies of school principals, which was necessitated by imbalances and gaps in the competencies of school principals.*

To establish new career pathing for principals

The study also found that establishing a new career pathing for principals is one of the aims of the PSSP as understood by principals. Principals believed that the DBE might decide to bring a new system that would be used in the recruitment and appointment of principals. The implementation of the PSSP could bring change to the programmes and processes for recruiting

and appointing principals in South African schools. One principal supported that the aim of the PSSP is to bring common procedures and processes for recruiting and appointing principals. These would include setting common minimum requirements and a minimum level of competency for all teachers who aspire to become principals. It might mean that the DBE would set agreed standards on qualification and experience for aspirant principals. In addition, another principal observed that the new system of career pathing for principals might involve a total replacement of the present system of recruiting, shortlisting, interviewing and appointment of principals, with recruitment and appointment procedures that are in line with the PSSP. This supports the assertion made in the PSSP that indicates that the PSSP aims to develop a system for career pathing for appointing principals (South Africa, 2016).

Principal B: I think that this system of career pathing, which is being hinted in the PSSP by the DBE, might involve establishing new programmes and processes of appointing principals, including shortlisting, interviewing and making recommendations for appointment.

4.5.1.7. Principals' lack of knowledge about the aims of the PSSP

The study revealed that most of the principals in this study understand the aims of the PSSP; however, some principals lacked knowledge about the aims of the PSSP. This might have been caused by the fact that principals did not receive training on the PSSP and some of them have not yet engaged in self-reading of the policy. Some principals are not proactive and were unable to read the policy on their own, hence the lack of knowledge.

Principal O: Since I do not have knowledge about the policy, it is difficult to indicate what I expect to achieve by implementing the policy.

Principal M: I am not yet clear about the aims and objectives of the PSSP.

4.5.1.8. Principals' expectations on the implementation of the PSSP

The findings of the study regarding what principals expect to achieve out of the PSSP revealed that principals have different expectations about the implementation of the policy.

To gain knowledge on management and leadership

Principals primarily expect improvement in their management and leadership competencies. Most of the principals concurred that the implementation of the PSSP would provide an opportunity for gaining knowledge about their management and leadership skills. Principals believed that the improvement in their management and leadership competencies would lead

to an improvement in the way they would lead and manage schools. According to the PSSP, principals are expected to possess, and thereafter implement, management and leadership competencies, which will consequently assist in achieving quality in schools (South Africa, 2016).

Principal B: Implementing the core purpose of the PSSP would allow me to develop or to improve in my leadership and managerial skills.

Principals' expect to improve school-community relationships

Principals also expected improvement in the quality of interactions between schools and communities. The participants indicated that the improvement in the relationship would involve interaction with stakeholders such as parents, National NGO's, tribal authorities, church and local businesses. Other principals indicated that they expect improvement in parents' participation in the formation of SGB, Quality learning and teaching campaigns committees (QLTC) and other school-based activities such as parent consultations, and parent meetings. The principals reiterated that they expect the positive interaction between the school and community stakeholders to lead to improvement in school-community relationships. Furthermore, some of the principals indicated that they expect the positive link between the school and the community to further lead to an improvement in parents' involvement in the business of the school, which would consequently result in improved monitoring of schoolwork by parents. This is supported by DBE, which states that one of the aims of the PSSP is to guide principals in working with and for the community (South Africa, 2016).

Principal B: I am also expecting that there would be an improvement in the level of relationship between the school and stakeholders such as the SGB, parents and other community stakeholders that include NGO's, tribal authorities, church and businesses.

Principal C: It could mean that the community through the parents will be more involved in the activities of the school including participating in the formation of school governing body and quality of learning and teaching campaign (QLTC) committees.

To improve teacher and learner participation in extra-mural activities

Improving teacher and learner participation in extramural activities in the school was also found to be another expectation of principals out of the PSSP. Some principals indicated that they expect to improve the participation of teachers and learners in extramural activities such as soccer, netball, music, athletics and other sports. In support, another principal reiterated that

she wants to achieve improvement in the motivation of teachers to participate in extramural activities. The principal suggested that motivating teachers would assist to develop their interest so that they would participate in extramural activities energetically and willingly. The finding suggests that teachers need coercion in order to participate actively in extramural activities in schools. This finding is in line with the core purpose of the PSSP of managing and advocating for extramural activities (South Africa, 2016).

Principal F: *I am expecting an improvement in the extra-mural performance of learners, where our learners will be able to compete in different sporting activities including soccer, netball, music, athletics and others.*

4.5.1.9. Principals' lack of expectations of the implementation of the PSSP

The study revealed that some principals did not expect much from implementing the PSSP. As indicated elsewhere in this section, the reason for the lack of expectations by principals might be the lack of knowledge and understanding of the policy. This lack of knowledge might be the result of a lack of training and reading on the policy. One principal argued that since he did not have knowledge about the PSSP, it is difficult to have expectations about implementing the policy.

Principal M: *Since I do not have knowledge about the policy, it is difficult to indicate*

4.5.2. THEME 2: MOTIVATION OF PRINCIPALS TO IMPLEMENT THE PSSP

4.5.2.1. Factors that can motivate principals to implement the PSSP

The principals in the study seemed to have both intrinsic and extrinsic motivation for implementing the PSSP. This is in support of Deci & Ryan (1985) who indicated that there are two types of motivation. These motivations are intrinsic and extrinsic.

4.5.2.1.1. Intrinsic factors that could motivate principals to implement the PSSP

Most of the principals seemed to have been intrinsically motivated to implement the PSSP. According to Link (2008), intrinsic motivation is behaviour that arises due to the internal desire and regulation of the individual performing the behaviour. The study found that principals were motivated intrinsically by factors such as fulfilment, achievement, enjoyment, and satisfaction. The study also discovered other intrinsic factors such as improvement in principals' management and leadership capabilities, ability of principals to develop strategic

plans of schools, improvement in the capabilities of principals to manage stakeholders, and achieving an understanding of their role in relation to the expectations of the DBE.

A sense of achievement

A sense of achievement was found to be a factor that could intrinsically motivate principals to implement the PSSP. Principals believed that implementing the PSSP successfully would bring a sense of achievement. It is evident that principals value the implementation of the PSSP and when they succeed in its implementation, they would feel like they have achieved an onerous task. The principals further reiterated that succeeding in implementing the PSSP would also establish a sense of pride in their achievement. Other principals declared that a sense of achievement in implementing the PSSP would arise when they observe an improvement in the performance of the school due to this success. This feeling of achievement would develop because principals would feel that they have fulfilled the expectations of the DBE. The finding suggests that principals believed that developing a sense of achievement and accomplishment is a driving factor for them to implement the PSSP. The finding reinforces that of Herzberg (1957) who states that intrinsic motivation is generated through factors such as a sense of achievement.

Principal C: *I am also expecting that if I succeed in implementing the PSSP and the school shows improvement in most of the areas, I will feel a sense of achievement. I will feel that I have accomplished what the DBE expected of me as a principal, and this will bring a sense of worth on my achievements.*

A sense of fulfilment

A sense of fulfilment was also revealed as another factor that could intrinsically motivate principals to implement the PSSP. Principals believed that implementing the PSSP successfully would improve the performance of the school, and this would lead to the establishment of a sense of fulfilment. Some principals indicated that they could be motivated when they observe an improvement in the performance of the school, which would result from the successful implementation of the PSSP. These principals declared that the observed improvement would establish a sense of fulfilment from having implemented the PSSP. Other principals said they would get a sense of fulfilment when they observe that they have succeeded in having achieved and fulfilled the vision of the DBE. Some principals endeavour to achieve the vision of the DBE as the employer and try hard to make this vision their own. According to Yoko (2014), fulfilment is one of the intrinsic motivators.

Principal A: *I am also motivated by the fact that when the school starts to perform better, obviously I will feel fulfilment.*

Principal B: *I would also feel my vision, which is also the vision of the DBE has been fulfilled, so obviously I would feel fulfilment.*

A sense of satisfaction

A sense of satisfaction was also another factor that could intrinsically motivate principals to implement the PSSP. The study discovered that principals believed they could be motivated to implement the PSSP due to an anticipation of satisfaction. Principals anticipate developing a sense of satisfaction when they achieve success with the implementation of the PSSP. Some principals indicated that they expected an improvement in the performance of the school from successful implementation of the PSSP. These principals believed that this would give them a sense of satisfaction, which could be motivating. The finding is in support of Ball (2003) and Lefter *et al* (2009) who indicate that intrinsic motivators assist individuals in achieving satisfaction from performing activities that they are motivated to engage in.

Principal H: *Yes, if I succeed in implementing the PSSP, I expect to achieve improvement in most of the areas of the school, which will bring a sense of achievement and satisfaction.*

Principal J: *The successful implementation of any policy obviously comes with some level of satisfaction.*

4.5.2.1.2. Other emergent intrinsic motivators

The study also revealed other intrinsic motivators suggested by principals, which are not in line with traditionally accepted motivators. These emergent extrinsic motivators are discussed below.

Principals' expectations of improving their management and leadership capabilities

Principals' expectation of improving their management and leadership capabilities was also found to be a factor that could intrinsically motivate them to implement the PSSP. According to Van der Westhuizen (2002), management is defined as the process of planning, organising, actuating, and controlling an organisation's operations to achieve a co-ordination of human and material resources essential in the effective and efficient attainment of objectives. Van der Westhuizen (2002) defines leadership as a process of directing the activities of people so that they work willingly to achieve desired goals (Van der Westhuizen, 2002). Principals indicated

that they could be motivated by the fact that implementing the PSSP would result in the improvement of their management and leadership capabilities. They believed that the PSSP contains guidelines on how they could lead and manage schools, and this could become a motivating factor for them.

Principal A: *I am motivated by the prospect of improving my ability in management and leadership competencies.*

Principal E: *One of the things that motivates me to implement the PSSP is the knowledge that I will gain by participating in the implementation of the PSSP. When I implement this policy, I will broaden my knowledge and skills on management and leadership.*

The prospect of improving their capabilities to conduct professional development in schools

The prospect of improving their capabilities to conduct professional development in schools was also another factor that could intrinsically motivate principals to implement the PSSP. Most of the principals in the study concurred that they could be motivated to implement the PSSP because of the prospect of gaining knowledge on developing and conducting professional development programmes in the school. They agreed that the PSSP would provide guidelines on how they could initiate teacher development, especially professional development that relates to curriculum delivery or teaching and learning, which they believed would consequently lead to improvement in teaching and learning. They also believed that gaining knowledge on initiating teacher development would result in the improvement of teachers' abilities to conduct effective teaching and learning, which would also lead to improved learner performance. The study also revealed that principals believed that implementing the PSSP would lead to an improvement in their ability to engage in self-development. Principals agreed that such self-development would lead to an improvement in their capabilities to lead and manage schools, which would consequently lead to improvement in performance. The finding is supported by DBE (2016) which states that one of the aims of the PSSP is to enhance the skills and competencies of principals and their professional preparation.

Principal K: *Another thing that motivates me is that I will be able to conduct teacher development programmes in the school, which will lead to improvement in the professional conduct of teachers in terms of how they do their work.*

Principal B: *I am motivated by the fact that implementing the PSSP will mean that I will also be engaged in self-development. This professional development might assist in improving performance in the school.*

The prospect of improving the capabilities of principals to develop strategic plans of schools

The prospect of improving the capabilities of principals to develop strategic plans of schools was also found to be another factor that could intrinsically motivate principals to implement the PSSP. Some principals said that implementing the PSSP would bring change in the school due to their ability to develop strategic plans, which would include establishing the vision, mission and goals of the school. The principals believed that this ability to develop strategic plans would lead to improvement in school development. The finding suggests that principals find motivation in the prospect of improving their abilities to develop schools' strategic plans. They believed that implementing the PSSP would make this a reality.

Principal C: *Another factor that serves as a motivation is that implementing the PSSP will bring transformation in the school, starting from establishing a vision and goals that could lead to a lot of improvement.*

The prospect of improving principals' understanding about their role in relation to the expectations of the DBE

The prospect of improving principals' understanding about their role in relation to the expectations of the DBE seems to be a factor that could intrinsically motivate them to implement the PSSP. One principal said that she could be motivated by the fact that the PSSP contains explicit and clear guidelines for principals about leading and managing schools. According to the principal, the guidelines in the PSSP are what the DBE expects in schools, and these guidelines are set as requirements for principals. My assumption is that principals could be motivated by the fact that the PSSP provides guidelines that are in line with their work. Evidence suggests that principals could be intrinsically motivated to implement the PSSP because it provides a clear description of their role as intended by the DBE. My view is that principals would become motivated, knowing that the PSSP would guide them in performing their daily routine. This finding is in line with the provision of the PSSP, which indicates that the DBE aims to use the policy to provide a clear description of the role of principals by setting out what is required for the position to achieve quality management and leadership (South Africa, 2016).

Principal B: *One of the things that motivates me to implement the PSSP is that it contains clear and explicit activities that serve as guidelines for us principals on how to manage and lead schools.*

Principal F: *One thing that motivates me to implement the PSSP is that the policy provides a clear role for me as a principal, which include the expectations of the DBE as a principal.*

4.5.2.1.3. Extrinsic factors that could motivate principals to implement the PSSP

Principals also seemed to have been extrinsically motivated to implement the PSSP. Deci & Ryan (2005) describe extrinsic motivation as behaviour that is performed to avoid risk or seek reward. The study found that principals could be extrinsically motivated by factors such as recognition of achievement and rewards. The study also discovered other emergent extrinsic factors such as improvement in the performance of learners; improvement in the quality of teaching and learning; improvement in school-community relationship; improvement in teacher and learner performance; and the fact that implementing departmental policies is mandatory for DBE employees

Recognition, prestige and respect

Recognition, prestige and respect was found to be factors that could extrinsically motivate principals to implement the PSSP. One principal showed that implementing the PSSP would improve the performance of the school, which would bring recognition to him, as the principal of a performing school. The principal said that when the school achieves a higher level of performance, it would bring him recognition in the circuit, district, province and nationally. Another principal said that he could be motivated by the expectation that the DBE would recognise schools and principals who would work hard in achieving the implementation of the PSSP. The principal believed that the recognition of good performance by the DBE would also bring respect. This respect would arise when the DBE and colleagues become aware that the principal is a hard worker who is able to perform well. In support, some principals declared that they would be motivated by the fact that the DBE could recognise performing principals and issue certificates of excellence in appreciation. Deci & Ryan (1985) support the finding, indicating that extrinsic motivators include recognition and prestige.

Principal A: *As a principal, if the school is performing better, it is also the issue of recognition and prestige, as a principal who is counted amongst principals who are able to put South Africa*

on the map. Therefore, good performance will bring a lot of recognition in the circuit, district, province and the whole country for me.

Principal K: *I also expect that the department will recognise schools that have implemented the policy successfully through issuing of certificates to schools and principals.*

Rewards

Rewards were also a factor that could extrinsically motivate principals to implement the PSSP. Some principals indicated that they could be motivated by the prospect of receiving rewards for their achievement from the DBE, which they believed could be in the form of money for performing principals. These principals anticipated that the DBE would reward them with salary increments and once-off bonuses. The principals believed that rewarding performing principals in terms of implementing the PSSP would lead to motivation. The reward that principals anticipated for the implementation of the PSSP would not be personal only, but also cover their expectations of rewards for performing schools. Some principals indicated that they could be motivated by the anticipation that the DBE would reward schools that show improved performance due to the implementation of the PSSP. These principals suggested that the DBE could reward performing schools through a raise in the money given to schools through the norms and standards for funding schools (South Africa, 1996). Principals also believed that rewarding them with a higher position in leadership could be a motivating factor for them to implement the PSSP. One principal indicated that he would be motivated if the DBE could appoint successful principals as cluster leaders. The principal indicated that as a cluster leader, a principal would have the role of mentoring other principals who face challenges in the implementation of the PSSP. The finding reinforces that of Deci & Ryan (1985) who indicate that extrinsic motivators include stimuli such as rewards, incentives, increased pay, working conditions, praise, promotion, fear of punishment, and avoidance of fear and approval. In support of the finding, Herzberg (1957) and Maslow (1954) are of the opinion that stimuli that cause motivation may include rewards, promotion or payment.

Principal C: *Yes, I think it would assist the implementation process if the DBE could promise principals who succeed in implementing the PSSP some reward such as salary increase or even once off bonuses.*

Principal E: *I also think that principals who will implement the PSSP successfully should be appointed as cluster leaders whose role would be to mentor other principals who struggle with implementing the policy.*

4.5.2.1.4. Other emergent extrinsic motivators

The study also revealed other extrinsic motivators that principals suggested, which are not in line with traditionally accepted motivators. These emergent extrinsic motivators are discussed below.

The prospect of improving the quality of teaching and learning in schools

The prospect of improving the quality of teaching and learning in schools was also found to be a factor that could extrinsically motivate principals to implement the PSSP. Some principals declared that they could be motivated by the fact that implementing the PSSP could improve the quality of teaching and learning activities of the school. This improvement in the quality of teaching and learning would be due to an improvement in the way principals lead and manage teaching and learning in schools. There is a link between leading and managing teaching and learning and the improvement in the quality of teaching and learning and the performance of learners, and this has become a motivating factor for principals to implement the PSSP. In addition, the motivation of principals to improve the quality of teaching and learning is also driven by the prospect that it could lead to improved learner performance. Some principals highlighted the fact that improving the quality of teaching and learning could lead to the school achieving good results due to improved learner performance. Principals are concerned about the way teachers perform in schools and they try to improve their performance. The finding is in support of the provision of the PSSP that indicates leading teaching and learning and managing the quality of teaching and learning and securing accountability as the core purpose of the policy (South Africa, 2016).

Principal K: *I will be able to achieve improvement on the way I lead teaching and learning in the school, which will improve the performance of the learners.*

Principal N: *I am also motivated by the anticipation to achieve improvement on the quality of teaching and learning in the school, which may have a positive influence on learner performance.*

The prospect of improving the school-community relationship

The prospect of improving the school-community relationship was another factor that could extrinsically motivate principals to implement the PSSP. Most of the principals concurred that they could be motivated by the fact that implementing the PSSP would lead to the development of a positive school-community relationship. This relationship would mean that parents would

start to take an active role in the governance of schools through their participation in the SGB and other school activities such as parent consultations. The finding is supported by that of DBE (2016), which indicates working with and for the community as one of the core purposes of the PSSP.

Principal I: *Lastly, the prospect of improvement on the school-community relationship also motivates me to implement the PSSP. The community is an important factor in the existence of the school and its participation in school activities through the SGB and parent consultations is valuable.*

Implementing departmental policies is mandatory for DBE employees

The fact that implementing departmental policies is mandatory for DBE employees was also revealed as a factor that could extrinsically motivate principals to implement the PSSP. Principals fear that not implementing the PSSP might bring retribution by the DBE as the employer. This is because the DBE expects all its employees to adhere and abide to its vision, including implementing its policies, and might act against principals who do not comply with its expectations. One principal declared that he is bound to implement the PSSP as an employee of the DBE. The finding suggests that principals are aware that they are expected to implement departmental policies without deviation. Another principal indicated that he has the responsibility to participate in implementing departmental policies even when he does not have an interest in it. It also seems that principals understand that implementing DBE policies is mandatory. The finding supports that of Deci & Ryan (1985) and Yoko (2014) who indicate that people could be extrinsically motivated by fear of punishment and avoidance of fear and approval.

Principal O: *My main motivation of implementing the PSSP is the fact that as a principal, I am bound by my allegiance to the DBE as the employer to implement any policy that it formulates.*

Principal E: *It is my duty and responsibility to make sure that I participate in implementing departmental policies whether I have interest or not.*

4.5.2.2. Lack of extrinsic motivation for principals to implement the PSSP

The study also found that some principals did not experience any extrinsic motivation to implement the PSSP. One principal indicated that he did not expect any extrinsic benefits from implementing the PSSP. The reason for principals' lack of extrinsic motivation could be that they believed implementing the policy was part of their work, which they were already paid to

do. These principals understood that implementing policies formed part of their responsibilities as DBE employees.

Principal N: *I do not think that expecting extrinsic benefits in the implementation of the PSSP is necessary, as this is part of my work, which I am already being paid to do it. As a principal, one of my responsibilities is that of implementing policies, so expecting some extrinsic benefits does not apply.*

4.5.2.3. Factors that could demotivate principals from implementing the PSSP

The findings of the study regarding factors that could demotivate principals in implementing the PSSP revealed that both school-based and DBE demotivating factors affect principals.

4.5.2.3.1. School-based factors that could demotivate principals from implementing the PSSP

According to the findings, school-based demotivating factors include lack of support, cooperation and attitude of teachers; lack of support by parents; lack of resources; lack of discipline in learners; lack of support by SGBs; and lack of knowledge about the PSSP.

Lack of knowledge about the PSSP

A lack of knowledge about the PSSP was found to be a factor that could demotivate principals from implementing the policy. Some principals indicated that they could be demotivated by a lack of knowledge about the PSSP. The principals believed that the lack of knowledge could arise due to a lack of training on the PSSP by the DBE. This lack of training could lead to a lack of understanding of the policy, including lack of knowledge about the content, aims and expectations of the DBE about the PSSP. One principal felt that reading the policy alone does not mean that a person would understand the policy. The principal argued that people need training to get a good understanding of the PSSP, including the expectations of the DBE and timeframes for implementing it. The principal lamented that if the DBE does not provide training that would allow for knowledge development in principals, it could lead to demotivation. The finding reinforces that of Maditinos *et al* (2014), who concur that the level of understanding that employees have about a policy is crucial for its success. Maditinos *et al* (2014) suggested that employees should be given many opportunities to learn more about impending policies, and failure to do so could lead to disaster.

Principal I: *One thing that could demotivate me in the implementation of the PSSP could be lack of knowledge about the policy. This lack of knowledge could occur due to lack of training about the policy, which could result in people not having a good and clear understanding about it. In my understanding, the lack of knowledge may result in a lack of understanding about the content, aims and expectation of the department about the implementation of the policy.*

Lack of support, cooperation and attitude of teachers towards work

A lack of support, cooperation and the attitude of teachers towards work also emerged as a factor that could demotivate principals from implementing the PSSP. Some principals indicated that teachers often display a negative attitude towards their work as well as a lack of support and cooperation. Principals declared that teachers show a negative attitude and a lack of support through dodging of classes, late coming and general absenteeism and failing to prepare for lessons. Principals lamented that the negative attitude and lack of support and cooperation of teachers might hinder the successful implementation of the PSSP. These principals believed that this would occur because teachers are the main stakeholders who have the responsibility of conducting teaching and learning, and if they exhibit a negative attitude towards their work, SMT and principal, it will hinder the progress of the PSSP. Helfrich *et al* (2009) assert that the negative attitude that individuals develop may give rise to resistance to change.

Principal N: *I may also become demotivated when teachers do not perform their delegated duty of providing quality teaching and learning. This may occur when teachers fail to prepare for lessons, fails to attend classes on time and fails to arrive to school on time.*

Principal I: *Teachers are the people who conduct teaching and learning in the school, and in order to achieve quality, they have to exhibit a positive attitude towards the SMT and principal.*

Lack of support from parents

A lack of support from parents was also found to be a factor that could demotivate principals from implementing the PSSP. Some principals indicated that they could be demotivated when parents do not show support for the school. Principals observed that parents show lack of support by not participating in the education of their children. One principal lamented that most parents, especially those in rural areas, do not support the education of their children. According to the principal, this lack of support on the part of parents occurs at a time when they have mandated rights to participate in education as advocated by the South African

Schools Act (South African, 1996). Principals lamented that parents often did not come to school when invited to discuss the problems of their children. Parents even fail to collect the progress reports for their children. My observation is that this could be the main cause of poor performance in schools. Another principal highlighted that the lack of support and participation by parents in schools could lead to a breakdown in communication, which could ultimately result in a lack of improvement in learner performance. The principal believed that the breakdown in communication could also lead to non-participation of parents in the formation of SGBs and poor attendance in parents' meetings. My opinion is that this could lead to poor performance in schools, since parents would be neglecting to play their role. Another principal complained that if parents do not play their role in terms of the law and fail to bring their children to school, schools would cease to exist. The principal lamented that schools need the support of parents to achieve quality in their business. The finding reinforces one of the core purposes of the PSSP, which states that principals should strive to work with and for the community (South Africa, 2016).

Principal E: Parents have the right to participate in education as they bring their children to learn. There is nothing that the school could do, that relates to a child without the consent of the parent.

Principal C: You find that the progress reports for learners could stay in the school for the whole year and parents will never come to school to collect them.

Lack of discipline in learners

A lack of discipline in learners was also found to be a factor that could demotivate principals from implementing the PSSP. One principal indicated that a lack of discipline in learners is a problem that most schools face since the DBE prohibited the use of corporal punishment to enforce discipline in terms of the South African Schools Act (South Africa, 1996). The principal lamented that due to the abolishment of corporal punishment in schools, teachers are no longer able to manage the discipline of learners. This has resulted in learners absenting themselves from school and dodging classes. The principal lamented that the situation of a lack of discipline is exacerbated by a lack of parents' involvement in the school, especially when called to come to the school about the issue of learner discipline. The principal complained that parents do not attend to the issues of their children in schools. The principal was worried that the lack of discipline in learners could lead to the failure of the PSSP, which could become a demotivating factor. The finding is supported by the PSSP, which mentions

managing human resources in the school as one of the core purposes of the policy (South Africa, 2016).

Principal C: *There is also the issue of lack of discipline of learners. Since the DBE published the South African Schools Act that prohibit teachers from administering corporal punishment in schools.*

Principal G: *The school finds it difficult to deal with the situation because parents also do not come to school when the school summons them in order to deal with the issue of lack of discipline of their children.*

Lack of support from the SGB

A lack of support from the SGB was also found to be a factor that could demotivate principals from implementing the PSSP. Some principals indicated that they could be demotivated by a lack of support and involvement by the SGB. They declared that the SGB plays a vital role in providing governance in schools, and that schools could never carry out their functions without the consent of the SGB. This includes the role of managing finances, which the school could never perform without the buy-in of the SGB. Principals further indicated that the SGB should participate positively in the activities of the school and failing to do so could mean that the school would fail to conduct its activities. In addition, one principal also expressed that the SGB could show a lack of support by withholding funds and distancing itself from the activities of the school, which could become demotivating. Another principal complained that if the SGB does not provide the school with funds, it could lead to the failure of the PSSP. The finding is supported by that of the PSSP, which mentions managing human resources in the school and working with and for the community as one of the core purposes of the policy (South Africa, 2016).

Principal G: *The SGB has the responsibility to provide governance in the school, including managing and maintaining sound financial practices.*

Principal J: *If the SGB does not support the schools' goals of achieving success in the implementation of the PSSP through withholding of funds and distancing itself from the activities of the school, it would become a problem, and this could demotivate me.*

Lack of resources

A lack of resources also emerged as a factor that could demotivate principals from implementing the PSSP. Most of the principals highlighted the fact that a lack of resources could be a demotivating factor for them. Principals lamented that it would be impossible for them to succeed in implementing the PSSP without the necessary resources. One principal was concerned about the lack of resources such as finance, material and human resources. Another principal indicated that the DBE often failed to provide schools with enough money, and schools need money to conduct their functions. In addition, the principal lamented that the DBE fails to provide money while at the same time prohibiting schools from raising money through parents. The principal believed that this situation leaves schools in a dilemma where they are unable to conduct their delegated business. Principals declared that implementing the PSSP would require schools to have money. They suggested that the money could be used to purchase materials such as stationery and machines that are required to assist schools in achieving their core business and implement the PSSP. Principals lamented that without the availability of resources, it would become impossible for schools to do their business. Most of the principals agreed that the lack of resources in schools could lead to the unsuccessful implementation of the PSSP. These principals believed that this problem could be a demotivating factor in their endeavour to implement the PSSP. The finding is supported by Burness & Jackson (2011) who indicate that peoples' beliefs of their capabilities to engage in a task is influenced by factors that include availability of financial, human and information resources. In terms of Van Rooyen (2007), the availability of resources has an impact on the shared belief of employees to succeed in implementing change.

Principal A: It becomes fruitless to try to implement changes when you do not have resources that would ensure success. I am talking about resources such as finances and human resources.

Principal C: In most cases, the department does not provide schools with enough money and when we want to raise funds through school fees, the DBE prohibits schools from doing so. This often leads to a situation where we have to manage the day-to day activities of the school without adequate resources.

4.5.2.3.2. DBE-based factors that could demotivate principals from implementing the PSSP

DBE-based factors that could demotivate principals from implementing the PSSP included lack of resources; shelving of policies; duplication of policies; politicisation of policy design and

implementation; poor delivery of resources to schools; lack of training of principals by the DBE; corruption in the DBE; and lack of support for principals and schools.

Lack of support from the DBE

A lack of support from the DBE was found to be a factor that could demotivate principals from implementing the PSSP. Some participants declared that the DBE exhibits a lack of support for principals and schools through a lack of monitoring, training and follow-up meetings. Principals concurred that the DBE shows a lack of support when it fails to engage in these activities. One principal indicated that the DBE should show its support by visiting schools to check whether they are making good progress and not encountering challenges of implementation. In addition, the principals pointed that the DBE should conduct its monitoring and support exercises through sending departmental officials to schools to observe the implementation process. Principals are aware of the failings of the DBE during policy implementation. One principal lamented that the DBE is very good at formulating policies, but often neglects the implementation part. The principal further indicated that the DBE often shows a lack of support by neglecting to train and educate principals who are expected to implement policies. The principal declared that when the DBE exhibits a lack of support, it could demotivate him from implementing the PSSP. Another principal was concerned that the lack of support through training, workshops and follow-up meetings could lead to a lack of understanding about the PSSP, which would consequently result in a loss of interest about the policy. This is in line with what Kirrane *et al* (2016) proposed as management or principals' support. According to Kirrane *et al* (2016), the amount of support provided by organisational leaders plays an important role during policy implementation during change. According to Eisenberger (2002), management support has a way of improving employee engagement, motivation and well-being.

Principal F: *I could also become demotivated when the department fails to provide the necessary support through workshops and school visits to monitor the progress of implementing the PSSP.*

Principal M: *The department should support principals and schools by monitoring and evaluating whether implementation is progressing as anticipated. The department should send delegates to schools to deal with monitoring and evaluation. During these school visits, the departmental officials should observe and interview principals and other stakeholders to verify the level of implementation and to dig for challenges of implementation.*

Shelving of policies

Shelving of policies was also revealed as another factor that could demotivate principals from implementing the PSSP. According to one principal, the department has a tendency of formulating policies and replacing existing ones. The principal lamented that principals spend their energy on implementing policies, which are later replaced by other policies that have similar purposes. In addition, the principal highlighted that the reason for the shelving or replacing of existing policies with new ones was political interference. The principal believed that politicians would continue shelving policies to benefit their political careers. The finding is in line with Ajaegbu & Eze (2010) who declare that government has the problem of shelving existing policies and replacing them with new ones. Ajaegbu & Eze (2010) are adamant that new political parties who assume power to be seen to be working and achieve recognition often do this. In addition, Wischnevsky (2004) indicates that new political leadership may shelve existing policies to make an impression on the government and public by formulating their own policies, programmes and projects.

Principal A: Another thing that demotivates me in the implementation of the PSSP is that principals and schools could exert their energies and implement this policy only to find that the department later formulate another policy to replace the existing one.

Principal E: My belief is that politicians will continue duplicating and shelving policies as long as it benefits their advancement towards their political career.

Duplication of policies

Duplication of policies was also revealed as another factor that could demotivate principals from implementing the PSSP. Some principals indicated that there is no difference between the newly formulated PSSP and the Personnel Administrative Management (PAM) contained in the Employment of Educators Act (South Africa, 1998). These principals agreed that the EEA (1998) contains the role of principals, which are similar with the role of principals as contained in the newly formulated PSSP. In addition, one principal argued that it would be a waste of time to implement a policy that already exists. It is evident that principals lose interest when the policy that they are supposed to implement is similar in content and purpose to a previously implemented policy. In support, another principal indicated that it was not even necessary for the DBE to formulate the PSSP since it duplicates the information already contained in the PAM. One more principal lamented that policies are duplicated because politicians formulate policies to benefit their political careers. Politicians may want the public

to believe that their being in office is beneficial to society, which could boost their careers. The finding supports that of Aluko & Adesopo (2002) who stress that in most cases, new political parties who assume power duplicate existing policies to gain political recognition.

Principal H: *One other thing that demotivates me in implementing this policy is that to me the PSSP seems to be a duplication of the PAM in the EEA, which deals with the role of principals in school”.*

Principal A: *“My belief is that politicians will continue duplicating and shelving policies as long as it benefits their advancement towards their political career.*

Politicisation of policy design and implementation

Politicisation of policy design and implementation was also discovered as another factor that could demotivate principals from implementing the PSSP. One principal argued that he could be demotivated by the fact that the DBE seems to be proactive in formulating policies but often does not exert the same effort when it comes to implementing them. Principals are aware of the tendency of the DBE to neglect policy implementation, which has become a demotivating factor for them. Principals understand that policy implementation is politicised due to the influence that politicians exert on policies. One principal observed that politicians are commended for formulating policies, which put their political career on the map, but neglect the implementation part. The principal further highlighted that policy implementation is often reserved for the bureaucracy. The bureaucracy often fails to deal with policy implementation due to a lack of knowledge about policies, since they are not involved in the actual formulation. This lack of knowledge and understanding about policies consequently results in poor training of principals who must endure the most of policy implementation, leading to policy failure. The finding supports that of Ahmed & Dantata (2016) who lament about the influence of politics on policy formulation and implementation. According to Ahmed & Dantata (2016), politics have the tendency to infiltrate and hinder the workings of the bureaucracy by participating in policy formulation for glory and recognition without concern for public service delivery.

Principal D: *In most cases, politicians are glorified for formulating policies that have potential, but they often move the burden of implementing policies to people who work in government offices. These people can carry the burden of implementing policies that they were not involved in formulating. The result is that the people working in government offices do not*

have a good understanding of the policies, resulting in poor support and poor training of principals and other stakeholders about the policy.

Corruption in the DBE

Corruption in the DBE was also discovered as another factor that could demotivate principals from implementing the PSSP. One principal indicated that he could be demotivated by the prevalence of corruption in the DBE. The principal argued that corruption in the DBE involves money laundering. In addition, the principal lamented that politicians working in government offices take money meant for implementing policies and other services and use it for their own personal benefit. This prevalence of corruption has in most cases led to a lack of funds earmarked for policy implementation, which have resulted in policy implementation failure. The principal complained that the lack of funds, due to corruption would eventually lead to a shortage of resources earmarked for policy implementation, especially when it comes to resources in the area of teaching and learning. Moreover, the principal lamented that the prevalence of corruption in the DBE affects the delivery of learner-teacher support materials (LTSM), which is key to the quality of teaching and learning in schools. The principal argued that the shortage of LTSM in schools is a result of corruption where government officials are no longer concerned with service delivery but focus on enriching themselves with state resources. The principal believed that this could lead to poor implementation of the PSSP. The finding supports that of Ali (2006), who indicates that politics influences policy implementation when politics infiltrate and hinder the working of the bureaucracy through maladministration and corruption.

Principal O: My belief is that this lack of funds may arise due to the prevalence of corruption and money laundering in the department. People who work in government offices often take money that is budgeted for policy implementation for their own personal gain.

Principal G: This often leads to poor policy implementation. If this happens, it will be very demotivating for me and for other principals because lack of funds will eventually results in a lack of teaching and learning resources, which are key in the achievement of quality teaching and learning in schools.

Poor delivery of resources to schools by the DBE

Poor delivery of resources to schools by the DBE was also found as another factor that could demotivate principals from implementing the PSSP. Some principals lamented that the DBE

is very good at formulating policies, but often fails to provide resources that are required by schools to achieve a successful implementation. These resources include stationery, textbooks and workbooks. Poor delivery of resources might be a result of the DBE not providing resources to schools well. Internal department problems may be the reason behind the DBE not playing its role well. One principal concurred that poor delivery of resources might be the result of high levels of corruption within the DBE. This high-level corruption has resulted in poor delivery of resources such as learner-teacher support materials. The principal indicated that the poor delivery of resources on the part of the DBE could be demotivating since it would affect the success of the PSSP. Another principal explained that the DBE should make sure that it provides schools with resources so that they do not struggle when dealing with implementing policies. The principal was concerned that if the DBE fails to deliver resources to schools, they would be unable to conduct their business of teaching and learning, which I believe is the main business of schools. The finding suggests that poor and often late delivery of resources is concerning for principals. They believed that the poor delivery of resources could lead to poor implementation of the PSSP, which could be a demotivating factor for them. Ikechukwu & Chukwuemeka (2013) who indicate that policy implementation problems result when ineffective and corrupt politicians run organisations such as the state or department within a government support the finding.

Principal F: *I could become demotivated if the department fails to deliver resources in time including stationery, textbooks and workbooks.*

Principal O: *Another result of the prevalence of corruption in the department is the poor delivery of learner teacher support materials (LTSM).*

Lack of training of principals by the DBE

A lack of training of principals by the DBE on the implementation of policies was also found to be a factor that could demotivate principals from implementing the PSSP. Some principals lamented that the DBE often does not conduct training and workshops after publishing policies, and this has in most cases led to policy implementation failure. Principals believed that conducting training and workshops on new policies would allow them to develop a good understanding of how implementing the policy would benefit schools. They further agreed that this would assist in the successful implementation of policies. Principals were also aware that neglecting training of stakeholders on new policies could lead to failure. One principal lamented that this is where the DBE fails in policy implementation. The principal indicated

that the DBE often does not understand that new policies could not achieve success without a good understanding and awareness by the stakeholders who would be responsible for implementing it. The principal further advised that the DBE should train principals on the PSSP in order to generate interest and motivation and avoid demotivation and resistance. In addition, another principal complained that if principals were not trained on the PSSP, it would become a problem for them to manage its implementation, since they would not understand it. Maditinos *et al* (2014) support this finding, indicating that the level of understanding that employees have, including their understanding of innovation about a policy being implemented, is crucial to the success of its implementation.

Principal A: *The DBE does not even conduct advocacy workshops or training after publishing a policy.*

Principal M: *The department ignores the fact that a new policy could not achieve success without the relevant stakeholders understanding and awareness. In the case of the PSSP, the department should train us principals so that we could have a good understanding of this policy. This would also assist in generating interest and willingness to implement it. My understanding is that if the department would not train us principals on the new policy, it could lead to demotivation and resistance towards the policy.*

4.5.2.4. Perceived benefits and disadvantages that could affect principals' motivation to implement the PSSP

The findings of the study regarding perceived benefits and disadvantages that affect principals' motivation to implement the PSSP revealed various benefits and disadvantages foreseen by principals. These benefits and disadvantages are explained in the form of a diagram. The diagram explains how the benefits and disadvantages affect motivation, and lead to or prevent policy implementation.

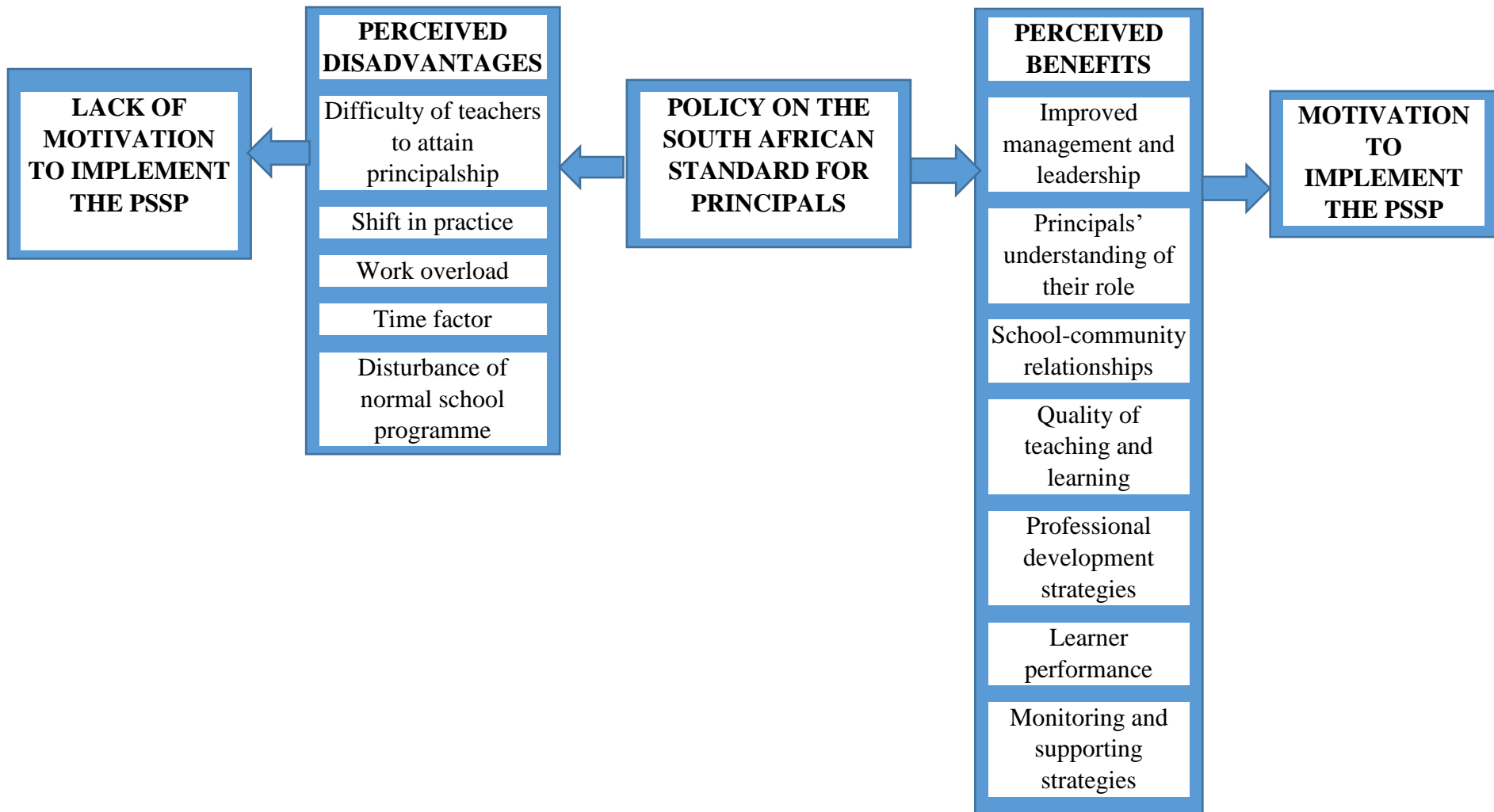


Figure 2: Principals' perceived benefits and disadvantages affecting their motivation to implement the PSSP

Figure 2 explains that principals' motivation to implement the PSSP is positively influenced by perceived benefits that include improved management and leadership, principals' understanding of their role, improved school-community relationships, improved quality of teaching and learning, improved professional development strategies, improved learner performance and improved monitoring and supporting strategies. The perceived benefits would assist in establishing motivation that would result in principals' positive participation in the implementation of the PSSP. Oppositely, principals' lack of motivation could be driven by their perceived disadvantages. These disadvantages include the difficulty that teachers have in attaining principalship positions, shift in practice, work overload, time factor and disturbance of the normal school programme. These perceived disadvantages seem to have a negative influence on principals' motivation to implement the PSSP. The assumption is that the perceived benefits and disadvantages are constantly pulling in opposite directions. If the perceived benefits present a strong pull on the principals, they could develop motivation. On the other hand, if the perceived disadvantages present a strong pull on principals, they could develop a lack of motivation. In summary, the two opposing drivers on principals' motivation could lead to participation, or a lack of participation, in the implementation of the PSSP.

4.5.3. THEME 3: CHALLENGES ENCOUNTERED BY PRINCIPALS THAT COULD CONTRIBUTE TO THE UNSUCCESSFUL IMPLEMENTATION OF THE PSSP

This theme involves challenges that principals could encounter, that could contribute to the unsuccessful implementation of the PSSP and focused on challenges that principals anticipated in the implementation of the PSSP and strategies that principals could use to solve challenges of implementing the PSSP.

4.5.3.1. Challenges which principals could anticipate in the implementation of the PSSP

The study regarding challenges that principals anticipated in the implementation of the PSSP revealed various challenges. These challenges are discussed in the following paragraphs.

Lack of training on the PSSP

A lack of training on the PSSP was found to be a challenge that principals anticipated in the implementation of the policy. Most principals were adamant that a lack of education on the PSSP was a serious challenge that could derail the success of the PSSP. One principal mentioned the fact that the DBE does not often embark on training or education when conducting the process of implementing new policies, and that this has often resulted in poor

implementation of policies. Another principal predicted that the DBE would send copies of the policy to schools but would not make an effort to train principals. One more principal lamented that when the DBE does engage in training, the process is often fast-paced and that people leave the training without understanding. It suggests that the DBE does not budget enough time to deal with training during new policies. This might lead to little knowledge about policies earmarked for implementation. In addition, another principal lamented that it is difficult for principals to understand policies through personal reading. The principal pointed that a policy of the stature of the PSSP requires formal training so that the people involved can get clarity and understanding. Principals complained that if the DBE would not conduct training on the PSSP, it could lead to its failure. In support, one principal said that if people did not receive training on the PSSP, it would become a problem, which could negatively affect its implementation. The principal complained that the lack of training on the policy could lead to a lack of understanding, which could consequently result in the establishment of resistance in principals and affect the policy negatively. According to Surel (2000), employees understand innovations through constant advertisement.

Principal A: In most cases, the DBE does not embark on mass training or education when conducting new policy implementation.

Principal E: I sense that the DBE will only send the policy to school but will never make the effort to train principals to achieve a certain level of understanding.

Lack of support from the DBE

A lack of support by the DBE was also found as a challenge that principals anticipated in the implementation of the PSSP. Some principals indicated that the issue of a lack of support by the DBE is a challenge when it comes to policy implementation. One principal complained that the DBE often formulated policies that have potential for success, but they fail to make an impact due to the lack of necessary support to people responsible for their implementation. The principal was worried that this lack of support often led to policies that failed to achieve their aims and objectives. Principals were alarmed about the lack of support by the DBE, which would manifest itself in the lack of monitoring and supporting. One principal complained that the DBE does not often conduct monitoring and supporting exercises to check whether schools were implementing policies accordingly, and which would provide the DBE with the opportunity to solve challenges of implementation in schools. The principal lamented that this lack of monitoring and supporting by the DBE was because department officials did

not conduct school visits to do the exercise. Another principal voiced the same sentiments by indicating that the DBE often failed to send officials to schools to check the progress of policy implementation, leaving schools to deal with challenges on their own. In addition, principals suggested that another kind of support that is lacking, and which the DBE should exercise, is providing support through training of principals and other stakeholders involved in the implementation of policies. One principal suggested that the DBE should also support the implementation of the PSSP through training of principals and other stakeholders. Aselage & Eisenberger (2002) insist that management support have a way of improving employee engagement, motivation and well-being.

Principal C: The DBE has a tendency of formulating promising policies that have the potential to change lives, but fail dismally on making sure that they provide the valued support to the people who should implement them. This lack of support could result in the policy failing to reach its proposed aims.

Principal A: The support that I am referring to here is that after training of teachers, the DBE should constantly visit schools to check whether the policy is being implemented according to stipulated periods. This would allow the principals and the DBE to iron-out any hiccups that are preventing the smooth implementation of the policy. In most cases, you will find that DBE officials do not visit schools.

Lack of resources in schools

A lack of resources was also found to be a challenge that principals anticipated in the implementation of the PSSP. One principal argued that the implementation of policies often requires resources. These include financial, human and material resources, which schools need to achieve successful implementation. In support, another principal indicated the lack of material resources such as textbooks, workbooks, chalks and dusters that are required for effective teaching and learning. In addition, principals complained that in most cases, schools do not have enough money as a resource to contribute to the well-functioning of schools, and which is required to purchase materials for use in implementing policies and other services. They argued that the shortage of money occurs because schools rely on the DBE for funding in line with the norms and standards for funding schools as outlined in the SASA (1996). One principal complained that in most cases, the provision of funds by the DBE is erratic and schools receive money late. The principal further pointed that this creates problems for schools, since they are not allowed to demand money from parents as school fees. One

principal showed that money is also needed in schools to achieve success in policy implementation. The principal argued that schools need money to cater for SGB and other stakeholder meetings that would be convened to deal with issues of policy implementation. Another principal complained that the DBE also has a problem of non-delivery of textbooks and stationery and delivering shortages, which negatively affect the quality of teaching and learning in schools. Principals also complained about the lack of machines in schools including computers, laptops and photocopiers. They argued that if a school does not have enough resources, it could struggle to implement policies.

Principal B: Another challenge that could prevent me from implementing the PSSP successful is a lack of resources.

Principal A: This is often caused by the fact that schools rely on the DBE for funding, which is referred to as norms and standards for funding schools in terms of the South Africa could School Act. This funding is sometimes erratic, and you will find that a school year could start until the end of the first term without schools receiving funds.

Lack of understanding about the PSSP

A lack of understanding about the PSSP was also a challenge that principals anticipated in the implementation of the PSSP. Some principals complained that a lack of understanding of the policy could result in the inability of principals to advocate and create awareness among other stakeholders about the policy. Principals believed that having knowledge about the PSSP could lead to motivation. One principal declared that in order to be motivated to implement the PSSP, one should initially get a good understanding about it, including clarification of misunderstandings and fears arising from the policy. Principals also believed that the lack of knowledge could affect other stakeholders, which could become a challenge in the implementation of the PSSP. These stakeholders might include SGBs, parents and tribal authorities. The principal believed that the lack of knowledge in stakeholders could become a problem since they are responsible for maintaining governance in schools and are responsible for the smooth running of the school. They also believed that it is the mandate of the DBE to make sure that all stakeholders affected by the implementation of the PSSP have knowledge and understanding of the PSSP. One principal argued that people should get information about the PSSP from the DBE because the department understands the aims and intended benefits of the policy. I also believe that this is true, since the DBE was responsible for the formulation of the policy. Principals were adamant that the lack of knowledge about the PSSP could lead

to problems of implementation. One principal complained that when stakeholders do not have enough knowledge about the PSSP, they would not be able to participate effectively in its implementation. According to Gottfried (2009), individuals develop autonomy when they have a good understanding of the task.

Principal C: *For me to have an interest and motivation to want to implement it, I must first get a clear understanding about the policy where all my fears and misunderstandings about the policy get clarification. There is also the issue of lack of knowledge in stakeholders that have a link with the school including the SGB, parents and tribal authorities. These stakeholders are important in maintaining good governance in the school and their inputs is valuable in policy implementation.*

Lack of support from the SMT

A lack of support from the SMT was also a challenge that principals anticipated in the implementation of the PSSP. One principal indicated that he anticipated the challenge that would occur when the SMT relaxed its participation and support in the implementation of the PSSP. The principal argued that the policy requires maximum participation by all stakeholders, including the SMT. He complained that if the SMT does not show its support and participation in the implementation of the PSSP, it could lead to poor implementation of the policy.

Principal O: *One challenge that I expect, which could hinder the success of implementing the PSSP, is poor participation and support by the SMT. The PSSP is a policy that requires the maximum participation of all stakeholders including the SMT.*

Lack of commitment and negative attitude in teachers

A lack of commitment and a negative attitude in teachers was also found to be a challenge that principals anticipated in the implementation of the PSSP. Some principals lamented the lack of commitment and negative attitude of teachers towards work. One principal complained that some teachers have a tendency of dodging classes. She indicated that teachers go to class for a few minutes and then disappear. My opinion is that this shows a lack of commitment towards their work and could lead to poor quality teaching and learning. Another principal complained that teachers exhibit a lack of commitment towards work through absenteeism. The principal indicated that some teachers often absent themselves from work without valid reasons. In addition, the principal lamented that some teachers just disappear or are away without leave (AWOL). Moreover, the principal complained that this situation creates problems related to

the quality of teaching and learning since it is difficult to substitute teachers when there is a lack of unemployed qualified teachers to appoint temporarily to stand in for absent teachers. The principal complained that this has often resulted in the lack of quality in teaching and learning, and poor learner performance. Principals expressed that the lack of commitment in teachers also manifests itself through late coming and late class attendance. One principal complained that some teachers show a chronic tendency for coming to work late, which could negatively affect learner performance. My belief is that this also could have a negative effect on the quality of teaching and learning and could affect the success of the PSSP. Principals also believed that in addition to a lack of commitment towards work, teachers also exhibit a negative and lazy attitude to work. One principal expressed that this laziness could affect the quality of teaching and learning. The principal argued that when teachers show a negative attitude towards teaching and learning, it could lead to the inability of the school to fulfil its function of achieving quality teaching and learning, poor performance, and ultimately the failure of the PSSP. This finding is in support of Lamn & Gordon (2010) who indicate that willingness comes from the attitude of individuals towards change.

Principal N: *Absenteeism by teachers is a challenge that may hinder the progress of implementing the PSSP. Teachers often absent themselves from work without valid reasons. Some teachers just disappear or take what is known as absence without leave (AWOL). To make the situation worse, it is difficult to get substitute teachers to stand in for absent teachers because there are very few qualified teachers who are not employed. The rate of absenteeism of teachers poses a serious problem on the quality of teaching and learning in the school, which often leads to poor learner performance.*

Resistance to change

Resistance to change was also revealed as a challenge that principals anticipated in the implementation of the PSSP. One principal indicated that teachers could resist the implementation of the PSSP, which could manifest itself through a reluctance to adopt new policies. Another principal cited resistance towards change due to old age. The principal indicated that it is difficult for old people to accept change since they have spent more time practicing what is already in existence. The principal pointed that most of the principals, SMT members in the system, including himself, were old, and hence it might become difficult for them to spend their energy implementing a policy that would only come into practice when they exit the system. The principal advised that change require people who are young and

whose minds are open to new things. My assumption is that principals who are old and nearing their exit years might resist the implementation of the PSSP. One more principal indicated that resistance towards implementing the PSSP could also arise when people feel threatened by the implementation of the policy. The sense of feeling threatened could emanate from the fear of the unknown in teachers, SMTs and principals. My assumption is that people could develop feelings of being threatened when they do not understand the policy, which could be due to a lack of training. One principal concurred that it is vital that people should receive training about a policy before starting with its implementation. According to Helfrich *et al* 2009), a negative attitude can arise due to fear, uncertainty and anxieties. The negative attitude that individuals develop can give rise to resistance to change.

Principal J: Another challenge that I foresee in the implementation of the PSSP is reluctance of teachers to adopt new policies, which will make it difficult to implement.

Principal B: I sometimes feel that old principals and SMT members might resist implementing the policy. I think that this may occur because most people who are old are not easy to accept change. In most cases, change requires people who are young and whose minds are open to new things. Presently, there are many schools that are managed by principals who are nearing their retirement age and they may find it difficult to expend their energy and implement a policy that would start when they are about to exit the system.

Unclear roles and responsibilities for stakeholders

Unclear roles and responsibilities for stakeholders was also found to be a challenge that principals anticipated in the implementation of the PSSP. One principal explained that when stakeholders such as the SGB and parents are unaware of their responsibility in the implementation of the PSSP, it could become a challenge. In addition, the principal lamented that it is difficult for stakeholders to participate in activities when they do not know what they are supposed to do. The principal said that this dilemma could lead to a neglect of duty. Furthermore, the principal advised that schools should conduct proper allocation of duties so that everyone involved would be able to perform accordingly to achieve success.

Principal C: I also think that unclear roles and responsibilities on the part of stakeholders with an interest in the school may serve as a barrier in implementing the PSSP successfully. When the stakeholders such as the SGB and parents are unaware about the role they have to play in implementing the PSSP, it may become a problem.

Overwork

Overwork was also revealed as another challenge that principals anticipated in the implementation of the PSSP. One participant argued that principals are already performing too much work regarding the management of schools. On the other hand, they are also involved in daily teaching and learning activities as part of the non-negotiables. On top of that, the principal explained that the PSSP is bringing more work for them, which would also require their undivided attention. The principal lamented that the extra work might lead to tiredness, which could consequently result in burnout. The participant believed that burnout could lead to the inability of principals to perform their allocated functions efficiently.

Principal G: Principal and teacher burnout is another factor that I think can affect my capabilities to implement the PSSP. There is too much work that we are currently doing in the school including the daily teaching and learning, which is a non-negotiable. The PSSP is coming with more activities that will need our undivided attention. This extra work may cause tiredness and burnout to the extent that we might be unable to perform our allocated functions with effectiveness.

Factions in the communities that spread to schools

Factions in the communities that spread to schools was also revealed as another challenge that principals anticipated in the implementation of the PSSP. One principal complained about factions in the communities. The principal explained that these factions occur because the school caters for two communities that are often in disagreement. These disagreements are often the result of local politics, crime and service delivery issues. The principal explained that if a person from one community commits a crime against a member of the other community, members of the community would march to the home of the perpetrator to punish him or her through beating or burning of the family house. The principal indicated that this vigilantism has often resulted in retaliation by members of the aggrieved community. This has often led to a full-blown conflict, which requires the assistance of the police. The principal lamented that the conflicts between the two communities has often led to the disruption of school activities, since learners also participate in these conflicts.

Principal J: Factions in the community spreading out to the school community is another factor that may affect my capabilities to implement the PSSP. The school, which is situated in one community, also caters for the neighbouring community that are often at loggerheads with each other. Sometimes, the two communities' clash due to local politics and other petty issues

related to water delivery and crime. If a person from one community commits a crime against a member of the other community, the whole vigilantes of the aggrieved community would come, hunt the perpetrator, and burn either his or her house or a beating. This often results in the community in which the perpetrator was beaten or house burned to retaliate. This would in most cases result in a full-blown conflict, which would require arbitration by the police.

Staff members sharing opposing vision from that of the principal

Staff members sharing a different vision from that of the principal was another challenge that principals anticipated in the implementation of the PSSP. One principal expressed that the situation where staff members could share a different vision from that of the principal could occur when there is division amongst staff members. This could occur when staff members are unable to work as a team. Due to this division, groups of staff members or even individuals would develop their own vision about the school. The principal argued that implementing the PSSP would require all stakeholders to move towards a common direction as a team, and failure to do so could render it unsuccessful. The principal added that for the PSSP to succeed, staff members should collaborate as a team where there would be delegation of roles for everyone involved to maximise the performance of implementing the policy. My understanding is that when staff members do not share the same vision with the principal about the PSSP, it could result in the polarisation of activities where people pull in opposing directions. My belief is that this would lead to poor completion of tasks and eventually lack of success. Principals reasoned that the situation of staff members sharing different visions about a policy could lead to a lack of cooperation. This could result in a situation where one group wants to implement the policy on their own terms, which could lead to squabbles amongst staff members. The principal felt that the lack of cooperation due to differing visions could adversely affect the implementation of the PSSP.

Principal B: I think that if there is division amongst the staff and is unable to work in harmony, it will become a problem when it comes to implementing the PSSP. Implementing policies requires that all the staff move into a common direction with common goals. It is difficult when some people move to a different direction with the team. This could result in the failure of the PSSP. For the PSSP to be a success, all the staff members should work in collaboration and as a team where there is honest delegation of duties to maximise performance.

Principal B: Another factor that I think may hamper the effective implementation of the PSSP is a lack of cooperation amongst stakeholders. This can occur when some stakeholders have

their own vision about the PSSP, which differs from what the DBE is proposing. This difference in the way that people view the policy may lead to a lack of cooperation where one group of people wants to implement on their own terms, resulting in a lot of bickering. This can adversely affect the success of the PSSP.

4.5.3.2. Strategies that principals could use to solve challenges of implementing the PSSP

Principals revealed various strategies that they could use to solve the challenges of implementing the PSSP. These strategies include self-reading, collaboration between principals, inviting motivational speakers, convening advocacy meetings and creating awareness about the PSSP, requesting donations for school funds, liaising with tribal authorities, developing learner code of conduct in conjunction with the SGB and parents and creating awareness to teachers about professional code of conduct.

Self-reading

Self-reading was revealed as a strategy that principals could use in solving the challenge of limited information about the PSSP. One principal suggested that he would solve this challenge by engaging in self-reading of the policy. Another principal was also of a similar opinion that self-reading of the PSSP could assist in solving the lack of understanding. Principals also suggested transferring their gained knowledge of the PSSP to other stakeholders. One principal indicated that he would transfer his knowledge of the PSSP to other stakeholders, including teachers, SMTs and SGBs. My understanding is that this would only occur once principals had developed confidence, which would come from the knowledge they acquired from reading the policy.

Principal A: *I will solve the lack of understanding by reading through the contents of the policy.*

Principal J: *I will solve the problem of limited information by engaging in reading the policy thoroughly. I will also convene meetings in which I will translate my knowledge of the policy to teachers, SMT, SGB and parents.*

Collaboration between principals

Collaboration between principals was also a strategy that principals would use in solving the challenge of teacher absenteeism in schools. One principal suggested that he would seek advice from other principals on how to solve the challenge of teacher absenteeism, lack of commitment and attitude of teachers towards work. Another principal suggested that it would

benefit schools, especially with the implementation of the PSSP, if principals could come together and collaborate. This collaboration would involve creating a platform where principals could raise challenging issues in relation to the implementation of the PSSP. The principal suggested that the collaboration could take the form of meetings in which principals would brainstorm strategies that could be used to assist others who struggle with implementation.

Principal O: *I would also seek advice from other principals on how to solve the problems of implementing the policy, especially about teacher absenteeism and poor work performance.*

Principal A: *Again, it will be beneficial for us principals to work together in collaboration in order to create a platform where we could raise challenging issues in relation to implementation. During these meetings, principals could also find strategies that would assist struggling principals on how to over-come challenges and develop strategies for successful implementation.*

Inviting motivational speakers

Inviting motivational speakers was another strategy that principals suggested for solving the challenge of implementing the PSSP. Principals suggested this strategy to deal with the challenge of lack of motivation in stakeholders such as teachers and SMTs. One principal suggested that he would invite motivational speakers to visit the school to motivate SMTs and teachers and help improve their motivation levels towards implementing the PSSP. Another principal suggested that inviting motivational speakers to visit the school would assist in motivating teachers so that they could change their attitude and improve their level of performance. According to one principal, motivation could be extended to include the community. The principal suggested that he would invite motivational speakers who would speak about the importance of implementing the PSSP to the community. According to Bermectinger *et al* (2009), motivation in individuals is also developed through interest, which could arise from being motivated extrinsically by outside sources.

Principal K: *I would also invite motivational speakers to visit the school in order to motivate teachers so that they would improve their attitude and performance.*

Principal F: *I will deal with the issue of lack of motivation in staff through inviting motivational speakers to come to the school and the community to motivate them about the virtues of implementing the PSSP.*

Convening advocacy meetings and creating awareness about the PSSP

Convening advocacy meetings and creating awareness about the PSSP was another strategy that principals suggested for dealing with the challenge of implementing the PSSP. One principal suggested that he would advocate the benefits of the PSSP to stakeholders such as teachers, SMT and SGB. The principal believed that convening advocacy meetings would assist stakeholders to gain knowledge about the PSSP, which could lead to willingness and motivation to participate in its implementation. Another principal indicated that he would campaign for support of the SMT through conducting early awareness and education about the policy. The principal believed that the SMT might resist the implementation of the PSSP if they were not subjected to early awareness and education about it. This would occur because SMTs would lack knowledge about the policy, which could result in its poor implementation. On the other hand, creating awareness might lead to the SMT fully participating in implementing the policy. In support, one more principal suggested that he would solve the challenge of the lack of support by the SGB through creating awareness about the policy. This awareness would be generated through inviting SGBs to talk about the policy. In addition, the principal reiterated that he would use every opportunity to remind the SGB about the importance of implementing the PSSP. My assumption is that this constant bombardment of the SGB with information about the PSSP would assist in creating awareness, which could consequently result in the development of interest and motivation to implement it. Another principal concurred that he would create awareness by inviting relevant stakeholders to meetings about the PSSP. These awareness meetings would include officials from the DBE who would be invited to come and teach people about the policy. According to Aselage & Eisenberger (2003), championing for a policy is achieved when leaders exercise open communication, through education and training, and campaigning for the policy at all times.

Principal O: I would solve the challenge of poor participation and support by the SMT through early awareness and education about the PSSP to the SMT. I think that the SMT may shy away from participating and supposing the implementation of the PSSP when they do not have a good grasp of the policy. My belief is that educating the SMT about the policy will make them participate more on its implementation.

Principal D: I will create this awareness by inviting the SGB to the school to talk about the policy. I will also use any other opportunity such as meetings to remind the SGB about the importance of implementing the PSSP.

Requesting donations for school funds

Requesting donations for funds was also revealed as a strategy that principals could use to solve the challenge of a shortage of resources in the implementation of the PSSP. Some principals suggested requesting donations for funds from parents. They indicated that parents sometimes agree to donate money to schools, and the money would be used to buy resources, which would assist in the implementation of the PSSP. My understanding is that collaborating with the SGB could be fruitful in the quest for schools to coerce parents to donate money. This is because the SGB has a direct communication channel with parents, which it achieves through its SGB parent-component. Principals also thought of requesting donations from stakeholders outside the school. One principal suggested requesting donations from local and outside businesses. These donations would be used to purchase resources that are running short in schools. Principals were confident that the resources that would be purchased with money requested from businesses and NGOs would assist in the success of the PSSP.

Principal B: Sometimes, the school is forced to request donations from parents. When the school make such a request, sometimes parents agree to pay a certain amount to the school, which assist us to perform our duties.

Principal D: I will deal with the issue of lack resources by organising for donations from local and outside businesses in order to accumulate money that would be used to purchase resources that would assist in implementing the PSSP.

Liaising with tribal authorities

Liaising with tribal authorities was also suggested as a strategy to solve the challenge of lack of support by parents in implementing the PSSP. One principal suggested that he would liaise with tribal authorities through indunas and tribal chiefs to organise tribal meetings in which the school could make announcements and create awareness about the PSSP. Another principal concurred that he would liaise with the tribal authority to spread the message about activities of the school to community members during tribal meetings. The principal also declared that the invitation to participate in school activities by the tribal authority could be extended to include other community structures such as community organisations and businesses. According to Harry (2000), information about policy implementation should be amplified to reach every corner of the organisation through formal and informal meetings, workshops, in-service training and face-to-face verbal communication in the corridors.

Principal D: *I will also liaise with the tribal authority through indunas and the chief to organise tribal meetings where the school could have the opportunity to make announcements and create awareness about the PSSP.*

Principal K: *I would solve the problem of lack of support by parents by liaising with the tribal authority so that they could spread the message about school activities to all community members during tribal meetings. The tribal authority could also extend its invitation to participate in the school activities to other community structures or organisations such as the church and community businesses.*

Developing learner code of conduct in conjunction with the SGB and parents

Developing a learner code of conduct in conjunction with the SGB and parents was also revealed as a strategy that principals could use in solving the challenge of poor discipline in learners. One principal suggested that he would solve the problem of a lack of discipline in learners by engaging with the SGB to develop a learner code of conduct. The principal declared that this learner code of conduct would provide details of possible misconduct and sanctions for learners who conduct themselves inappropriately. Another principal agreed that he would solve the problem of poor learner discipline by facilitating the development of policies at school level. These policies would be formulated in conjunction with the SGB and parents. Principals also suggested providing learners, parents and SGB members with hard copies of the learner code of conduct. One principal suggested that he would give stakeholders, including parents and learners, hard copies of the learner code of conduct, so that they could read and revise its content at leisure. According to the SASA (1996), parents have the opportunity to participate in school governance to govern and oversee the education of their children.

Principal K: *I would solve the problem of a lack of discipline by learners through engaging with the SGB to develop the learner code of conduct that will provide details of misconduct and relevant sanctions for learners who will misbehave.*

Principal J: *I will solve this problem by making sure that the school establishes and develops policies to cater for all areas of the school including parents' involvement and the role of the SGB.*

Creating awareness to teachers about professional code of conduct

Creating awareness among teachers about a professional code of conduct was also revealed as a strategy that principals could use to solve the challenge of a negative attitude of teachers towards work, including teacher absenteeism and low work rate. One principal suggested that he would deal with this problem by distributing copies of the EEA (1998) to teachers (South Africa, 1998). The principal indicated that this legislation would create awareness among teachers about actions that constitute misconduct in the professional environment of the school. Another principal indicated that he would highlight the importance of adhering to the EEA (1998). This would include explaining the consequences of misconduct such as poor work ethics by teachers. One principal suggested dealing with the challenge of teacher absenteeism and poor work ethics by conducting school-based workshops on leave for teachers. The principal was sure that explaining how leave forms work and the sanctions due to absenteeism could bring a positive change to the attitude of teachers towards work, especially the tendency of teachers to absent themselves without valid reasons. In support, another principal suggested using leave forms to deal with absent teachers. The principal indicated that using leave forms could result in the DBE docking the pay of teachers when they absent themselves without valid reasons. The principal also pointed out that he would hold discussions with teachers with a high rate of absenteeism to discover the reasons for their chronic absenteeism. This is in line with the provision of the EEA (1998) regarding the conditions of service for educators in schools (South Africa, 1998).

Principal F: *I will also give copies of the Employment of Educators Act to teachers so that they could acquaint themselves with its contents regarding misconduct and serious misconduct for teachers.*

Principal N: *I would solve the challenge of teacher absenteeism by using leave forms. Teachers who are absent from school without leave or valid reason will be given leave without pay. I will also hold discussion with teachers in order to find out their reasons for not wanting to come to work on a regular basis.*

4.5.4. THEME 4: FACTORS THAT COULD CONTRIBUTE TO THE SUCCESSFUL IMPLEMENTATION OF THE PSSP.

4.5.4.1. Factors that could make principals implement the PSSP successfully.

The study revealed a myriad of factors that could make principals implement the PSSP successfully. These factors are discussed in the following paragraphs.

Training on the PSSP

Training on the PSSP was found to be a factor that could make principals implement the PSSP successfully. One principal declared that receiving training on the PSSP would be beneficial as the policy is unknown to most principals. Another principal concurred that receiving training on the PSSP would increase knowledge about the policy, which would assist principals in implementing it. One more principal declared that getting training on the PSSP would allow principals to conduct advocacy meetings with stakeholders to ensure that they also have a good understanding about it. The finding is in support of Ivancevich *et al* (2007) who indicate that leaders have a role of championing for the policy through education and training and campaigning for the change.

Principal D: Another factor that could make me implement the policy successfully is training about the policy. I think that it is very important that we receive training about the PSSP as it is a new policy and is unknown to us as principals.

Principal I: The knowledge that I will gain about the PSSP will also allow me to conduct advocacy meetings with stakeholders so that they have a good understanding of the policy.

Support from the DBE

The study revealed that support from the DBE is another factor that could make principals implement the PSSP successfully. This support includes the provision of funds to schools; allocation of human resources to assist schools with the implementation process and monitoring; and supporting the implementation process. Some principals indicated support from the DBE in terms of providing funds and human resources to schools. I believe that the funds from the DBE could be used to acquire goods and services for the smooth running of schools. Principals declared that the human resources should include department officials who would convene and facilitate training and meetings relating to the PSSP. These officials would be tasked with conducting school visits for the purpose of monitoring and supporting schools in assisting with the challenges of implementing the PSSP. One principal suggested that the monitoring and supporting should be ongoing and be conducted at regular intervals for the duration of the implementing period. My belief is that this would ensure that challenges of implementing the policy are solved quickly and appropriately. Another principal indicated that the support from the DBE should include the provision of training and advocacy meetings for principals and other stakeholders. My assumption is that conducting advocacy on the PSSP would assist in developing knowledge and understanding about the PSSP. The principal

concluded with this assumption by indicating that providing advocacy could assist towards the success of implementing the PSSP. According to Kirrane *et al* (2016), the amount of management support in change plays a role in the success of policy implementation.

Principal A: Getting support from the DBE is also important. If the DBE could provide support to me, I believe that I could implement the policy successfully. The type of support that I am referring to includes supporting schools in terms of finances and providing human resources who will convene meetings for training and who would move around to assess progress during implementation.

Principal N: Regular monitoring by the Department of Education is a factor that could make me implement the PSSP successfully. The Department of Education should conduct monitoring activities in order to verify whether schools are implementing, and whether they are encountering implementing challenges. This monitoring should be an on-going activity that would cover the duration of the implementation period of the PSSP.

Availability of resources

Availability of resources was also found to be a factor that could make principals implement the PSSP successfully. Most of the principals in the study cited the availability of resources as an enabling factor for the success of implementing the PSSP. These resources include the availability of money, availability of teachers, and teaching and learning resources. One principal indicated that having adequate resources would strengthen the implementation of the PSSP. On the other hand, the principal was worried that a lack of resources would jeopardise its success. Principals agreed that the availability of money in the school could assist in achieving success when implementing the PSSP. Some principals concurred that if schools had enough money, it could lead to success in implementing the PSSP. The principals agreed that the money would be used to purchase teaching and learning materials such as chalks, dusters, charts, computers and other machines that would be used in carrying out the school functions and achieve quality in teaching and learning. Another principal also indicated that the school requires the availability of resources such as textbooks, workbooks and stationery. These resources would assist the school in achieving quality in teaching and learning. According to Weiner *et al* (2008), contextual factors such as the availability of resources, play a significant role in the establishment of employees' readiness to implement.

Principal B: *Money is one thing that the school needs to make purchases of teaching and learning materials that help in achieving quality of teaching and learning. If the school has adequate money. It would become easy for us to deal with implementing the PSSP.*

Principal C: *I am referring to resources such as teaching and learning materials that include textbooks, workbooks and stationery. These also include chalks, dusters, charts, computers and other machines that the school would use in carrying out its daily functions.*

Teamwork and collaboration

Teamwork and collaboration were also revealed as factors that could make principals implement the PSSP successfully. Some principals agreed that the success of implementing the PSSP would depend on collaboration and teamwork amongst stakeholders. One principal cited that the school could achieve success in implementing the PSSP because of its environment of collaboration in which stakeholders such as learners, teachers, parents and the SGB are able to work together. The principal declared that stakeholders with an interest in the school were also able to pull their resources together and would focus them towards implementing the PSSP. Another principal said that success in implementing the PSSP could be achieved when collaborating with stakeholders such as the tribal authority, department officials and other community structures, in making decisions about implementing the PSSP. The principal was also sure that the establishment of teams using these stakeholders could assist in achieving success in implementing the policy. Another principal concurred that he would achieve success in the implementation of the PSSP when stakeholders work in collaboration through teamwork. The principal pledged that collaborating would help focus decision-making and planning on common goals. The finding supports the core purpose of the PSSP of managing human resources and working with and for the community (South Africa, 2016).

Principal J: *When there is a participative decision-making towards the implementation of the PSSP. This could occur when I work with stakeholders such as the SMT, SGB, tribal authority, Department of Education and other community structures to make decision on the process of implementing the PSSP. When there is teamwork or committee formation and teamwork in dealing with the implementation of the PSSP. This would occur when I involve all interested stakeholders to participate in the implementation of the PSSP through the establishment of committees and allocation of roles and duties for people to perform.*

Principal H: *Collaboration will also mean that everyone will pull towards a common direction with common goals and understanding. Collaboration will also provide the opportunity to conduct planning of the implementation process as a collective or team.*

Continuing professional development

Continuing professional development was also found to be a factor that could help principals implement the PSSP successfully. This professional development would involve principals themselves as well as staff. One principal indicated the need to engage in self-development through further study and becoming a lifelong learner. Principals declared that they would motivate teachers to become lifelong learners by encouraging them to register with colleges and universities to develop themselves in their profession. In addition, one principal pointed that he would also develop teachers through staff meetings, school-based workshops, and subject meetings. Another principal said the success of implementing the PSSP could also occur through seminars, in-service training, and holding discussions with colleagues about education development. The finding supports the core purpose of the PSSP of guiding principals in developing themselves and others (South Africa, 2016).

Principal F: *Again, one of the factors that could make me implement the PSSP successfully would be professional development of the staff and myself or let me rather say developing and empowering self and others. As a principal, I need to constantly develop myself through further study. I also have to encourage teachers to also become lifelong learners by registering with universities of higher learning so that they could grow in their profession. I will also make sure that I assist in the development of teachers through staff meeting, school-based workshops and subject based meetings.*

Principal L: *Another factor that could make me implement the PSSP successfully is being a lifelong learner. Being a lifelong learner implies that I am able to engage in learning by registering with universities and colleges of higher learning. This also includes participating in workshops, seminars, in-service training and discussion with learned colleagues about the direction and new developments in education.*

Rewarding good work

Rewarding good work was also found to be a factor that could make principals implement the PSSP successfully. One principal mentioned rewarding the staff for good work as a factor that could assist in achieving success in implementing the PSSP. The principal indicated that when

people receive rewards for good work, they might become motivated. This motivation might lead to increased participation in performing work that could lead to more rewards. In addition, the principal was adamant that appreciating one another for good work is a positive indication that one is being valued and appreciated. The finding is in support of Deci & Ryan (1985) who indicate that one of the extrinsic motivators is rewards.

Principal F: Rewarding the staff for good work can also assist me in implementing the PSSP. When people get rewards for good work, they may become motivated, and may hence want to participate vigorously in doing work that will get them more rewards. I believe that appreciating one another for good work done is a positive indication for the staff that their work is valued and appreciated. This may result in the successful implementation of the PSSP.

Support from parents

Support from parents was also found to be another factor that could make principals implement the PSSP successfully. One principal said parents are an important stakeholder in the management of schools through their participation in the SGB. Parents also play an important role in the school through their interaction with the school during parent consultation meetings. In addition, the principal talked highly of the involvement of parents in the school when they volunteer to donate money for the school whenever the school encounters financial challenges. The principal was very sure that this type of support from parents could lead to the success of the PSSP. This finding supports the core purpose of the PSSP of guiding principals in working with and for the community (South Africa, 2016).

Principal K: Support from parents is also a factor that can make me implement the policy successfully. Parents are an integral stakeholder in the management of the school. They participate in the SGB as parent component and through their interaction with the school in the form of parent consultation meetings, one on one meetings with teachers and unsolicited school visits whenever they have issues about their children. In certain circumstances, parents also volunteer to donate money to the school when the school does not have money to carry its services. This support from the parents can make me implement the policy successfully.

Support from the SGB

Support from the SGB was also revealed as a factor that could make principals implement the PSSP successfully. Some principals declared that the SGB has a role to play by providing financial management and governance in the school. One principal declared that the SGB is

responsible for managing school funds that are required for its effective running. In support, another principal said that the SGB must make sure that funds are available for the school to carry out its delegated function of providing quality teaching and learning. Another principal also indicated that the SGB plays the role of promoting the learner code of conduct. The principal indicated that it is also the role of the SGB to encourage parents, through its parent component, to participate in the school activities. I believe that this would include providing their support in the implementation of the PSSP. The finding supports the core purpose of the PSSP of managing human resources in the school and working with and for the community (South Africa, 2016).

Principal E: Support from SGB is another factor that can make me implement the PSSP successfully. The SGB plays role in the school in terms of governance. It is responsible for managing school funds, which the school requires for its activities.

Principal K: The SGB should also provide its support by developing the school code of conduct for learners in order to make sure that learners follow rules and exhibit good behaviour. The SGB should also encourage parents through its parent component to participate in the activities of the school.

Support from the tribal authority

Support from the tribal authority was also found to be a factor that could make principals implement the PSSP successfully. One principal suggested that the support from the tribal authority could lead to the success of the PSSP. According to the principal, the tribal authority through its indunas and tribal chief has power over the parent community. The tribal authority uses tribal meetings to communicate with parents. Due to this power over the parent community, the principal believed that the tribal authority could support the school by inviting the principal and other representatives of the school to announce issues of the school that requires the attention of the parents. The finding supports the core purpose of the PSSP of guiding principals in working with and for the community (South Africa, 2016).

Principal D: Support from the tribal authority can also play a role in my success of implementing the PSSP. The tribal authority through indunas and the chief wield too much power over the community and parents. The tribal authority has a platform for communicating with the parent community in the tribal meetings. The tribal authority could support the initiatives of the school by inviting the principal or other representative of the school to make announcements about important issues that require the attention of the parents.

4.5.4.3. Strategies that principals could use to transfer the success of implementing the PSSP to their schools.

The findings of the study regarding how principals would transfer the success of implementing the PSSP to their schools revealed various strategies. These strategies are discussed in the following paragraphs.

Maintaining and sustaining change through repetition

Maintaining and sustaining change was found to be a strategy that principals could use to transfer the success of implementing the PSSP to their schools. Many principals in the study concurred that they would transfer the success of implementing the PSSP through maintaining and sustaining change. The principals indicated that they would maintain and sustain the change through a repetition of new practices in relation to the PSSP. One principal reiterated that he would inform stakeholders including teachers, SGBs and parents about the importance of maintaining and sustaining activities in relation to the core purpose of the PSSP. The principal felt that this would allow the stakeholders to continue performing in line with the PSSP to improve performance. In addition, the principal believed that highlighting the importance of the core purpose of the PSSP to interested stakeholders would assist in coercing them to sustain the new practices, which would result in these new practices being integrated into the school culture. One principal concurred that he would transfer the success of implementing the PSSP by making sure that the school does not revert to old practices. The principal believed that they would achieve this through making sure that everyone operates according to the guidelines of the PSSP to the extent that they become embedded as part of their daily routine. Another principal pointed that he would use every available opportunity to remind stakeholders of the importance of maintaining and sustaining the new practices in relation to the PSSP and warn them not to revert to old practices.

Principal A: I would transfer success to my school through engaging stakeholders such as teachers, SGB and parents on the merits of maintaining and sustaining the activities that are outlined as guidelines in the core purpose of the PSSP in order for all stakeholders to keep on performing accordingly to maintain the improved performance.

Principal A: In this respect, everyone involved in the school would be coerced to continue with new practices in order to make them part of the culture of the school through repetition.

Frequent evaluation of progress

Frequent evaluation of progress was also found as a strategy that principals could use to transfer the success of implementing the PSSP to their schools. One principal suggested that he would transfer the success of implementing the PSSP through conducting frequent evaluations of the progress of the PSSP and practices in relation to its core purpose. The principal declared that he would use meetings to evaluate the progress of the PSSP, which would involve reporting the progress of implementation by teachers, and SMTs. The principal pointed out that these reports would include pointing out challenges encountered during the implementation process and maintaining new practices in relation to the PSSP.

Principal A: *I would also make sure that I convene teachers' meetings to check whether there is progress on the use of new practices. These meetings would involve reports by SMT and teachers, which would include challenges that people, face during activities to sustain the new practices.*

Establishing teams and delegating of roles and responsibilities

Establishing teams and delegating roles and responsibilities was also found to be a strategy that principals could use to transfer the success of implementing the PSSP to their schools. One principal indicated that he would delegate roles and responsibilities in terms of good management and leadership practices. Another principal suggested transferring the success of implementing the PSSP to the school through the establishment of teams within the school. The principal suggested that these teams would assist in overseeing the maintenance of new practices, which could lead to sustainability. The finding is aligned to the core purpose of the PSSP of managing human resources in the school (South Africa, 2016).

Principal J: *I will also make sure that I delegate roles and responsibility according to proper management and leadership practices.*

Principal L: *In addition, the success of implementing the PSSP could be transferred to the school through formation of teams that would oversee the maintenance of new practices in order to achieve sustainability.*

Regular communication with stakeholders

Regular communication with stakeholders was also found as a strategy that principals could use to transfer the success of implementing the PSSP to their schools. One principal suggested communicating with stakeholders regarding the implementation of the PSSP and the performance of the school through regular meetings and updates. Another principal concurred

that he would transfer the success of implementing the PSSP to the school through knowledge sharing. My assumption is that knowledge sharing is part of communicating since people share knowledge through communication. The principal further pointed that he would share knowledge with other stakeholders during staff meetings and community tribal meetings so that stakeholders would also gain knowledge about the PSSP. Another principal suggested that he would communicate about the practices of the PSSP through a communication system that would ensure sharing of good practices, failures and achievements in relation to the PSSP. The principal was sure that establishing this system of communication would allow stakeholders to share and possess equivalent information about the PSSP. The finding is in line with what Hutchison (2010) and Cesario & Higgins (2008) indicated about the importance of communication during policy implementation. According to Cesario & Higgins (2008), a positive perception about a policy could arise when policy managers communicate the policy and make sure that employees understand its dynamics.

Principal J: I will also make sure that I communicate with stakeholders on a regular basis. This communication will include regular meetings and updates about the progress of the school in terms of implementing the PSSP and school performance.

Principal L: I would transfer the success of implementing the PSSP through knowledge sharing. This occurs when people who have better knowledge about a particular matter share it with other stakeholders in staff meetings, discussions and community tribal meetings. The sharing of information will assist stakeholders to have a good understanding of the policy and its proposed practices.

4.4.5. THEME 5: PRINCIPALS CAPABILITIES TO IMPLEMENT THE PSSP SUCCESSFULLY.

The theme of principals' capabilities to implement the PSSP successfully, revealed various factors. In terms of the findings, principals' capabilities could be influenced by factors that include skills, available resources, actions of principals and other stakeholders, and experience of principals regarding policy implementation. A diagram representing the findings is presented below.

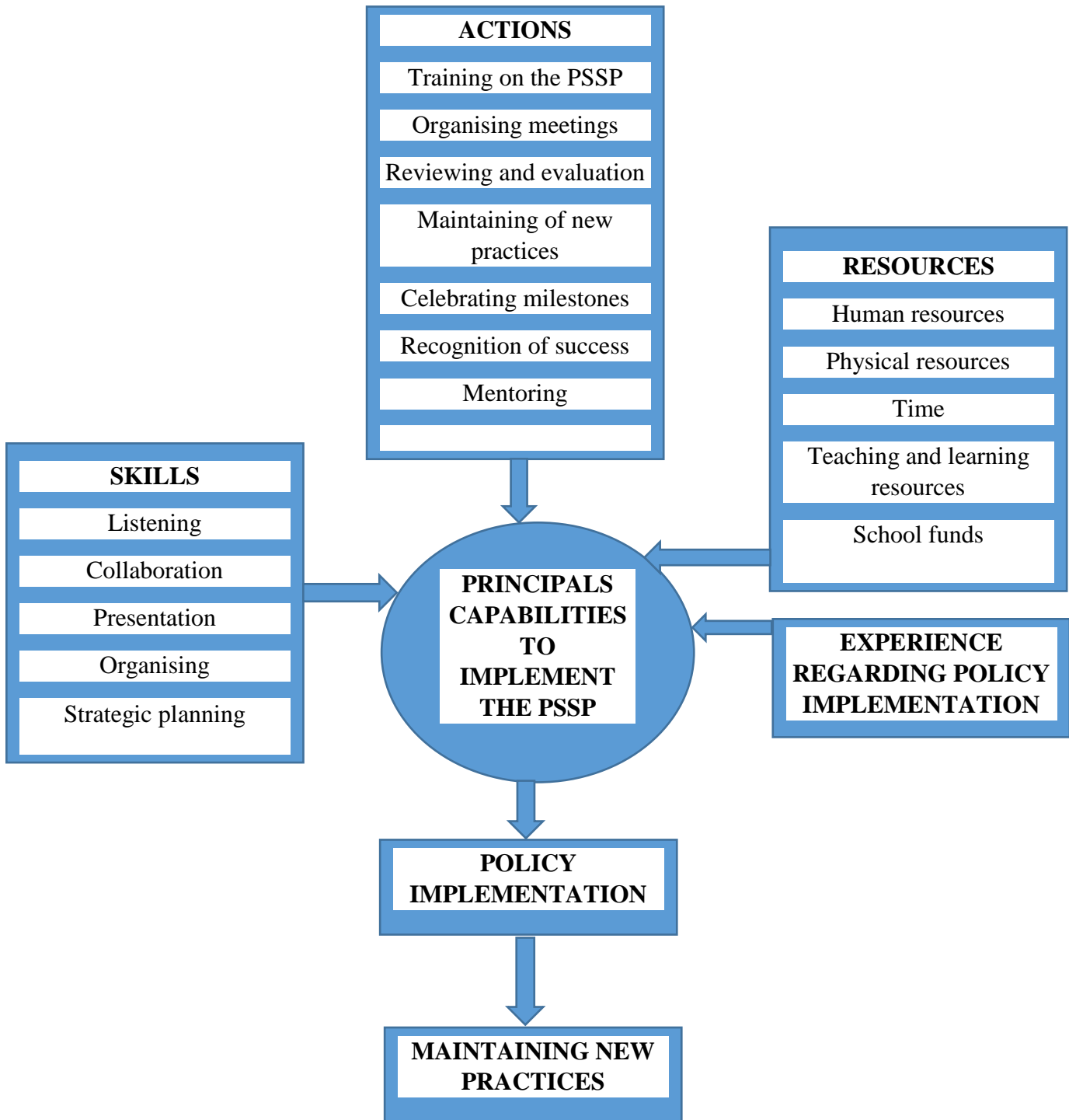


Figure 3: Principals capabilities to implement the PSSP

In relation to Figure 3, principals' capabilities to implement the PSSP could be driven by their skills, availability of resources, actions and experience regarding policy implementation. The findings revealed that principals possess skills that include listening, collaboration, presentation, organising and strategic planning. These skills could have a positive influence

on principals' capabilities to implement the PSSP successfully. A lack of these skills could have a negative impact on principals' capabilities to implement the PSSP. Principals' capabilities to implement the PSSP successfully could also be influenced by the availability of resources. These include human, financial, physical, time, teaching and learning resources. A lack of these resources could have a detrimental effect on principals' capabilities to implement the PSSP. Moreover, principals' capabilities to implement the PSSP successfully could also be influenced by the actions of principals and other stakeholders involved in policy implementation. The principals in the study suggested actions that include training on the PSSP, organising meetings, reviewing and evaluation, maintaining of new practices, celebrating milestones, recognition of success, and mentoring. Principals' capabilities to implement the PSSP could also be affected by their experience regarding policy implementation. In the study, principals cited their experience in implementing policies such as Outcomes-Based Education (OBE), the White Paper 6 on Inclusive education and Quality Learning and Teaching Campaign (QLTC). The finding revealed that the experience that principals have in terms of policy implementation could have a positive impact on their capabilities to implement the PSSP. In conclusion, the combination of principals' skills, actions, resources and their experience in policy implementation could lead to the establishment of principals' belief on their capabilities (**change efficacy**) (Weiner, 2009), which could consequently result in their participation in policy implementation. Policy implementation is followed closely by the action of maintaining new practices, which is one of the principals' suggested actions. This action should be reiterative and cyclical in nature and be constantly exercised throughout the policy implementation process. It involves a repetition of new practices to make them part of the organisation's culture.

4.5.6. THEME 6: PRINCIPALS PERCEPTION ABOUT THE IMPLEMENTATION OF THE PSSP.

The theme of perceptions of principals about the implementation of the PSSP produced various sub-themes. These sub-themes are given special attention in the following paragraphs.

4.5.6.1. The value that principals attach to the implementation of the PSSP.

The study regarding the value that principals attached to the implementation of the PSSP generated various reasons for valuing the PSSP. The following paragraphs are dedicated to discussing these reasons.

Important in improving management and leadership competencies of principals

One of the values that principals attached to the implementation of the PSSP is that it has the capacity to improve the management and leadership capabilities of principals. Most of the principals in the study cited the capacity to improve their management and leadership capabilities as one of the values they attached to the implementation of the PSSP. Principals indicated that the implementation of the PSSP would assist in developing their management and leadership capabilities in general and instructional leadership specifically. Principals believed that this capacity to improve their management and leadership capabilities made implementing the PSSP important. The finding is in support of the aim of the PSSP to provide guidelines on daily management and leadership practices of principals in schools, which will ensure that there is improved performance in the way schools function as well as learner performance (South Africa, 2016).

Principal A: It is important because it aims at improving the management and leadership capabilities of principals, which would lead to improved performance. It also aims strengthening the instructional leadership of principals and SMT, which could lead to improved academic performance.

Important in improving relationship between school and parents

Principals also attached much value to the implementation of the PSSP due to its capacity to improve relationships between school and parents. Some principals cited the capability of the PSSP in strengthening the relationship between the school and parents as a value that they attached to its implementation. One principal said that the PSSP aims at strengthening relationships between the school and parents through advocating for collaboration among stakeholders. Another principal regarded the implementation of the PSSP as of worth because of its capacity to establish a school-parent relationship in which both parties would experience mutual benefits from each other. The finding is in line with the core purpose of the PSSP of working with and for the community and managing human resources in the school (South Africa, 2016).

Principal B: It is also important because it advocates for improved relationship between the school and parents where both will experience mutual benefit from each other.

Important in improving teachers and principals professional development

The capacity of the PSSP to improve teachers and principals' professional development was another value that principals attached to its implementation. One principal declared that

implementing the PSSP would result in the improvement of teachers' knowledge base regarding their subjects, where they would develop the ability to use effective teaching methods that could lead to improved learner performance. The principal believed that this improvement would become possible through professional development. Another principal supported that the implementation of the PSSP would provide principals the opportunity to engage in career development to improve management and leadership knowledge and skills. The finding is in line with the core purpose of the PSSP of guiding principals in developing self and empowering others (South Africa, 2016).

Principal B: Implementing the PSSP would also affect the improvement in the knowledge base of teachers, which will be achieved through teacher professional development. It means that teachers will teach better using credible teaching methods, which will improve the performance of learners.

Principal F: I also believe that the implementation of the PSSP will provide an opportunity to school principals to involve themselves in career development in relation to management and leadership.

Important in improving the quality of teaching and learning

Improving the quality of teaching and learning was another value that principals attached to the implementation of the PSSP. One principal pointed out that the implementation of the PSSP can help establish an environment conducive for quality teaching and learning, which could lead to productivity in learners and staff. This sentiment was supported by another principal who indicated that the implementation of the PSSP is important for the success of education in South Africa. This success in education would be accelerated through the establishment of quality teaching and learning, which would push South Africa to participate and compete successfully with other countries in education. Another principal declared that the implementation of the PSSP is an important step in achieving the aims and expectations of the DBE of improving quality of teaching and learning. The finding agrees with the core purpose of the PSSP of leading teaching and learning, and managing quality teaching and learning, as well as securing accountability (South Africa, 2016).

Principal C: The implementation of the PSSP will assist to establish an environment that is conducive for effective teaching and learning, and which can make staff and learners to be more productive.

Principal F: *I believe that the implementation of the PSSP is very important in the success of education, especially in improving the quality of education in South African schools. This success will bring South Africa on par with its African counterparts and international countries.*

Important in establishing new career pathing for principals

Principals also attached value to the implementation of the PSSP due to its envisaged establishment of career pathing for principals and aspirant principals. One principal hinted that the implementation of the PSSP aims at establishing career pathing for principals. This career pathing would ensure that aspirant principals and existing principals would possess certain knowledge, skills and qualities in line with the provision of the PSSP. The finding is in line with the aim of the DBE to improve procedures and processes for recruiting and selecting principals (South Africa, 2016).

Principal E: *The implementation of the PSSP is also important in that it aims to establish new career pathing system for principals, where aspirant principals will be expected to possess certain knowledge and qualities in line with the PSSP.*

4.5.6.2. Principals honesty in the implementation of the PSSP

The findings of the study regarding principals' honesty in the implementation of the PSSP revealed that most of the principals believed in exercising honesty. One principal highlighted that the aims of the PSSP require honesty. The principal believed that exercising dishonesty when implementing the PSSP would result in its failure. The principal was sure that the failure of the PSSP could lead to lack of improvement in the management and leadership competencies of principals, which could have a negative impact on school performance. Another principal indicated that he would exercise honesty by adhering to the guidelines of the PSSP and making them part of the daily routine during implementation. In support, one principal added that sticking to the guidelines of the PSSP could only be achieved through exercising honesty. Principals also believed that exercising honesty during the implementation of the PSSP could assist in establishing stakeholder awareness of the value of the policy. One principal thought that if he could be honest in implementing the PSSP, stakeholders that would be part of the implementation process would perceive the value of the policy and would therefore exercise honesty when participating in the implementation process. Principals also believed that the DBE could take certain actions to ensure that principals implement the PSSP honestly. Some principals indicated that the DBE should conduct monitoring and supporting exercises as a way

of checking and verifying whether principals would be exercising honesty and be proceeding as expected in implementing the PSSP. Principals seemed to be concerned that the DBE could monitor the process of the PSSP, and hence fear that dishonesty in this regard could expose them. One principal indicated that he would have a problem when department officials visit the school and find that the report of implementing successfully was a lie. Principals also insisted on honesty because of their responsibility as representatives of the department in schools. One principal explained that exercising honesty was a matter of being honourable and upholding integrity as a representative of the department. The principal indicated that as a department representative, he would make sure to implement the PSSP in all honesty. The principal believed that this would bring fulfilment and enjoyment if he could achieve success. Principals were also aware that exercising dishonesty in implementing the PSSP would prove fatal to its success. One principal said that dishonesty in implementing the PSSP could frustrate the good aims and expectations of the DBE.

Principal A: Yes, I believe that the PSSP and its aims requires honesty. Dishonesty in the implementation process would derail the good aims of the policy. Again, not being honest would also mean that I would not improve in my management and leadership competencies, which would also influence negatively on the performance of schools.

Principal L: Committing dishonesty in the implementation of the PSSP would frustrate the good intentions and expectations of the Department of Education in formulating the policy.

4.5.6.3. Principals' views about the implementation of the PSSP

As regards principals' views about the implementation of the PSSP, the study discovered that principals have varying views about its implementation.

The implementation of the PSSP could be successful if there was education and training

Principals felt that the implementation of the PSSP could be a success only if the DBE could conduct training and education about the policy. According to the principals, the DBE should focus this training and education on stakeholders such as principals, aspirant principals, SMT members, teachers and SGB members. One principal concurred that the DBE should conduct vigorous training to help stakeholders understand the content and requirements of the policy. Another principal believed that conducting training and education on the implementation of the PSSP could assist in establishing motivation in stakeholders who would form part of the

implementation teams. In terms of Rahmat (2015), willingness to participate in policy implementation is also generated through education and training.

Principal J: *My view about implementing the PSSP is that it should be cascaded to all interested parties. My view is that principals, aspirant principals, SMT, teachers and the SGB need a thorough and rigorous training about the policy in order to gain a good understanding about its content and requirements.*

Principal E: *This training may ensure that the stakeholders develop interest and motivation about implementing the policy.*

The implementation of the PSSP could be successful if there would be available resources

Principals understood that the implementation of the PSSP could be a success only if the DBE provided the necessary resources to schools. They viewed resources, including availability of funds, and human, teaching, and learning resources as having an impact on the success of implementing the PSSP. One principal was adamant that schools should receive adequate funding, and this money would be used to purchase teaching and learning resources that would assist in the implementation of the PSSP.

Principal C: *Again, the department should also make sure that schools receive adequate funding in order to use the money to implement policies and purchase teaching and learning resources. If this can occur, the implementation of the PSSP could be a success.*

4.6. LESSONS LEARNED FROM THE STUDY

According to the findings and the recommendations made by Weiner (200) and Walinga (2009) on readiness to implement and Onah (2005 and Khandaker (2016) on policy implementation, some important lessons emerged from the study. Firstly, it can be concluded that the DBE needs to initially establish readiness to implement in principals before the actual implementation of the PSSP. The establishment of readiness to implement should involve education and training of principals about the policy. In addition, the DBE also need to conduct advocacy and awareness campaigns on stakeholders with an interest in education. The reason for the assertion is that the responses of the principals indicated a lack of training on the PSSP, even though some principals, who are pro-active, read the policy on their own. In terms of Ivancevich *et al* (2007), policy managers have a role of championing for the policy through education and training and campaigning the target group for the policy. This could include

teacher unions and federations of school governing bodies. The assumption is that this exercise will assist in reducing resistance and getting the buy-in of stakeholders.

Secondly, the DBE needs to measure the readiness of principals for the implementation of the PSSP before the actual implementation. Weiner (2009) argues that measuring readiness to implement is an important exercise that would verify whether employees tasked with implementing a policy are ready for the task. In addition, Weiner (2009) feels that measuring readiness to implement is a critical indicator to the success of policies in organisations and failing to deal with this important task could lead to failure in terms of policies. This would assist the DBE to discover challenges that could derail the implementation of the PSSP in later stages. Bedser (2012) insists that measuring readiness to implement is a vital factor that can assist organisations in gaining foresight on imminent challenges that can hinder its success along the way. Gonaseelan (2008) and Dijana (2008) confess that the ability of organisations to assess the readiness of employees to implement policies can contribute to successful implementation when coupled with planning change in a systematic, clear and straightforward manner.

Thirdly, it can also be concluded that the DBE needs to prioritise monitoring and evaluation during policy implementation as an exercise to discover challenges of implementing the policy in schools. This exercise will also assist the DBE in finding strategies for solving challenges of implementing the PSSP. Howlett *et al*, 2015 indicate that the legislature is concerned with monitoring and evaluating policy implementation. This exercise should be continuous throughout the process of policy implementation.

4.7. CONCLUSION

This chapter reported the findings from data analysis based on qualitative interviews of an in-depth semi-structured nature. The introduction contained principals' biography including age, gender, experience as a principal, location and type of school. The study used a qualitative analysis of data in relation to the research questions based on principals' understanding of their readiness to implement the PSSP. The analysis was in line with the topic, problem statement, and theoretical framework and research questions. The data analysis revealed new emerging themes that revealed the motivation, challenges of principals in implementing the PSSP, and factors that influence policy implementation, which led to the conclusion that principals need urgent education and training. In addition, the DBE need to measure the readiness of principals to implement the PSSP before the actual implementation. Moreover, the DBE needs to conduct

advocacy and awareness campaigns about the PSSP for stakeholders to get their buy-in. The next chapter deals with the summary of findings, conclusions, recommendations and development of a model in relation to the study.

CHAPTER 5

SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

5.1. INTRODUCTION

The aim of the study was to explore the principals' understanding of their readiness to implement the PSSP. In order to achieve this aim, the researcher interviewed both male and female principals of primary and secondary schools. The rationale for the study was to explore whether principals understand their readiness to implement the PSSP and to contribute to the knowledge base of change readiness and policy implementation. This chapter concludes the study by providing a summary of the research findings, recommendations and conclusions.

5.2. SUMMARY OF CHAPTERS

Chapter 1 dealt with the research background of the study, research purpose, rationale, research questions, preliminary literature review and theoretical framework. In addition, the chapter also focused on the research methodology with an emphasis on the research design, trustworthiness and credibility of the study, ethical considerations, and limitations of the study.

Chapter 2 provided the literature review about the background on the PSSP, readiness to implement and policy implementation. The background on the PSSP focused on legislation with a bearing on the PSSP, aims and content of the PSSP, leadership expectations in terms of the PSSP, and implications for principals and schools in the implementation of the PSSP. The concepts readiness and readiness to implement were explained. The chapter also focused on the determinants of readiness, which included motivation, change efficacy and contextual factors as well as a discussion on measuring readiness to implement. The chapter also paid special attention to policy implementation with a focus on stakeholders involved in policy implementation, factors influencing policy implementation, and strategies to enhance effectiveness in policy implementation.

Chapter 3 discussed the research methodology and research design employed in the study. It also focused on discussing data collection strategies with a focus on qualitative in-depth semi-structured interviews conducted on principals about their understanding of their readiness to implement the PSSP, which was based on the research questions in the study.

Chapter 4 provided the findings of the study in terms of the analysed data and its interpretations in relation to the emergent themes, which were supplemented with verbatim quotations of principals about their understanding of their readiness to implement the PSSP.

The last chapter, Chapter 5, summarises the research findings, recommendations and conclusions of the study. In closing the study, the researcher proposed the **Education Policy Implementation Model** to assist education institutions in implementing education policies.

5.3. SUMMARY OF RESEARCH FINDINGS

The findings revealed emergent themes regarding the research questions. Nonetheless, the summary focused only on three themes, which the researcher believed made a strong contribution to the study. These themes are the understanding of principals about the PSSP, motivation of principals to implement the PSSP, and capabilities of principals to implement the PSSP.

5.3.1. The understanding of principals about the PSSP

The findings regarding the understanding of principals about the PSSP revealed that some principals had a good understanding of the policy. This understanding included their understanding of the content, the aims, their role in relation to the aims of the PSSP, and their expectations about the implementation of the PSSP. This understanding was achieved through principals' interaction with various sources, including principals' meetings, and receiving the policy through school emails, the DBE website, colleagues, and personal reading.

Furthermore, the study also revealed a lack of understanding of the PSSP by some principals. The lack of understanding could have been due to the lack of training of principals on the PSSP and a lack of personal reading of the policy.

5.3.2. Motivation of principals to implement the PSSP

The study found that intrinsic and extrinsic motivators are key factors that motivate principals to implement the PSSP. In terms of intrinsic motivators, principals seemed to be motivated by a sense of achievement, fulfilment, satisfaction, and enjoyment. The study also revealed other emergent intrinsic motivators that include the prospect of improving their management and leadership capabilities, the prospect of improving their capabilities to conduct professional development, the prospect of improving the capabilities to manage stakeholders, and the prospect of improving their understanding of their role in relation to the expectations of the

DBE. Regarding the extrinsic factors, the study revealed factors such as recognition, prestige and rewards. In addition, the study also revealed other emergent extrinsic motivators that include the prospect of improving learner performance, the prospect of improving quality in teaching and learning, and the fact that implementing DBE policies is mandatory for DBE employees, which might arise due to fear of punishment. In addition to intrinsic and extrinsic motivators, principals were also motivated by the perceived benefits of implementing the PSSP.

The study also revealed that principals could experience demotivation in the implementation of the PSSP. The demotivation could arise because of a lack of knowledge of the PSSP, lack of support, cooperation and attitude of teachers towards work, lack of support from parents, lack of discipline in learners, lack of support from the SGB, and lack of resources. These demotivators could also serve as perceived disadvantages that principals foresaw in the implementation of the PSSP.

5.3.3. Challenges encountered by principals that could contribute to the unsuccessful implementation of the PSSP

The theme, challenges encountered by principals that could contribute to the unsuccessful implementation of the PSSP revealed both challenges that principals encountered as well as strategies that they could use to overcome these challenges.

Regarding the challenges that principals encountered, the study revealed challenges that include lack of training on the PSSP, lack of support from the DBE, lack of resources in schools, lack of understanding about the PSSP, lack of support from the SMT, lack of commitment and negative attitude in teachers. Other challenges include resistance to change, unclear roles and responsibilities for stakeholders, overwork, factions in the communities that spread to schools, and staff members sharing opposing vision from that of the principal.

Regarding the strategies that principals could use to overcome the challenges, the study revealed strategies such as inviting motivational speakers, convening advocacy meetings and creating awareness about the PSSP, requesting donations for school funds. Liaising with tribal authorities, developing learner code of conduct in conjunction with the SGB and parents, and creating awareness to teachers about professional code of conduct.

5.3.4 Factors that could contribute to the successful implementation of the PSSP

The findings regarding factors that could contribute to the successful implementation of the PSSP included what the successful implementation of the PSSP meant to principals; factors that could make principals implement the PSSP successfully; and how principals would transfer the success of implementing the PSSP to their schools. Another finding in the theme is how principals would describe a successful implementation of the PSSP (what principals would like to see happen after the implementation of the PSSP).

In terms of the factors that could make principals implement the PSSP successfully, principals revealed knowledge of the PSSP; support from the DBE; communication between the school and the SGB; availability of resources; the cooperation and commitment of staff; training on the PSSP and adequate implementing periods. Other factors included team work and collaboration; continuing professional development; rewarding good work; motivation in staff members; planning; a healthy relationship between stakeholders; a positive attitude of teachers; support from parents; support from the SGB; support from the tribal authority; support from teachers and support from the SGB; and self-motivation.

Regarding how principals would transfer the success of implementing the PSSP to their schools revealed various strategies. These strategies included maintaining and sustaining change through repetition; frequent evaluation of progress; creating awareness about the roles of parents and the SGB; recruiting and appointing quality staff; delegating of roles and responsibilities; regular communication with stakeholders; establishment of teams; conducting school-based workshops and coaching.

5.3.5 Principals capabilities to implement the PSSP successfully

The theme, principals capabilities to implement the PSSP successfully consists of skills that principals possess, which could assist them to implement the PSSP successfully; available resources that principals perceived as important in the implementation of the PSSP; and actions that principals perceived as important in the successful implementation of the PSSP.

Principals highlighted that they possess various skills that could assist them to implement the PSSP successfully. Some of these skills included amongst others understanding of written English, listening, collaboration, team building, teamwork, presentation, interpersonal, motivating, organising, problem-solving, leadership and management, communication, decision-making, planning, and delegating skills.

Regarding available resources that principals perceived as important in the successful implementation of the PSSP, various resources were revealed. These resources included human resources, physical resources, time, teaching and learning resources, policies, school funds, implementation Committee, support structures, and systems and structures.

In talking about the actions that they perceived as important in the successful implementation of the PSSP, principals revealed various actions. These actions included training on the PSSP, planning, organising meetings, reviewing, monitoring, evaluating and supporting the progress of the PSSP, maintaining of new practices, leading by example, sticking to the implementing policy, and teamwork. Other actions revealed by principals were collaborating between the DBE and social partners, conducting awareness and advocacy campaigns, delegation of roles, celebrating milestones, recognition for success, and establishment of an Implementing Committee, communicating, displaying integrity and honesty, leading by example, team building, mentoring and allocation of resources.

The findings regarding the experience that principals have on policy implementation revealed that principals have experience in implementing outcomes-based education (OBE), Foundations for learning campaigns (FFLC), White Paper 6 on Inclusive education, Integrated Quality Management Systems (IQMS) and Quality learning and teaching campaign (QLTC).

5.3.6 The perception of principals about the implementation of the PSSP

The theme, the perceptions of principals about the implementation of the PSSP produced various sub-themes. These sub-themes included the value that principals attached to the implementation of the PSSP; the experience that principals have about the implementation of policies; principal's honesty on the implementation of the PSSP; and how the implementation of the PSSP would influence principals' management of schools. Other sub-themes that emerged were factors within the school that might influence principals' capabilities to implement the PSSP; factors in the DBE that might influence principals' capabilities to implement the PSSP; and views that principal have about the implementation of the PSSP.

The findings regarding the value that principals attach to the implementation of the PSSP revealed various reasons for valuing the PSSP. These include the fact that the PSSP is important in improving the leadership and management capabilities of principals, improving relationship between school and parents, improving teacher and principal professional development, improving the quality of teaching and learning in schools, and improving learner performance.

Principals revealed that in implementing the PSSP, they would do so in honesty and would exhibit integrity. Principals thought that exercising dishonesty could result in the failure of the PSSP, which might negatively affect school performance. In addition, principals also revealed that exercising honesty could assist to establish stakeholder awareness about the value of the policy. Principals also cited fear of discovery by the DBE that they were not honest in implementing the PSSP. The principals believed that the DBE could conduct monitoring and supporting exercises in order to verify the authenticity of implementing the PSSP in schools, and this might lead to their discovery.

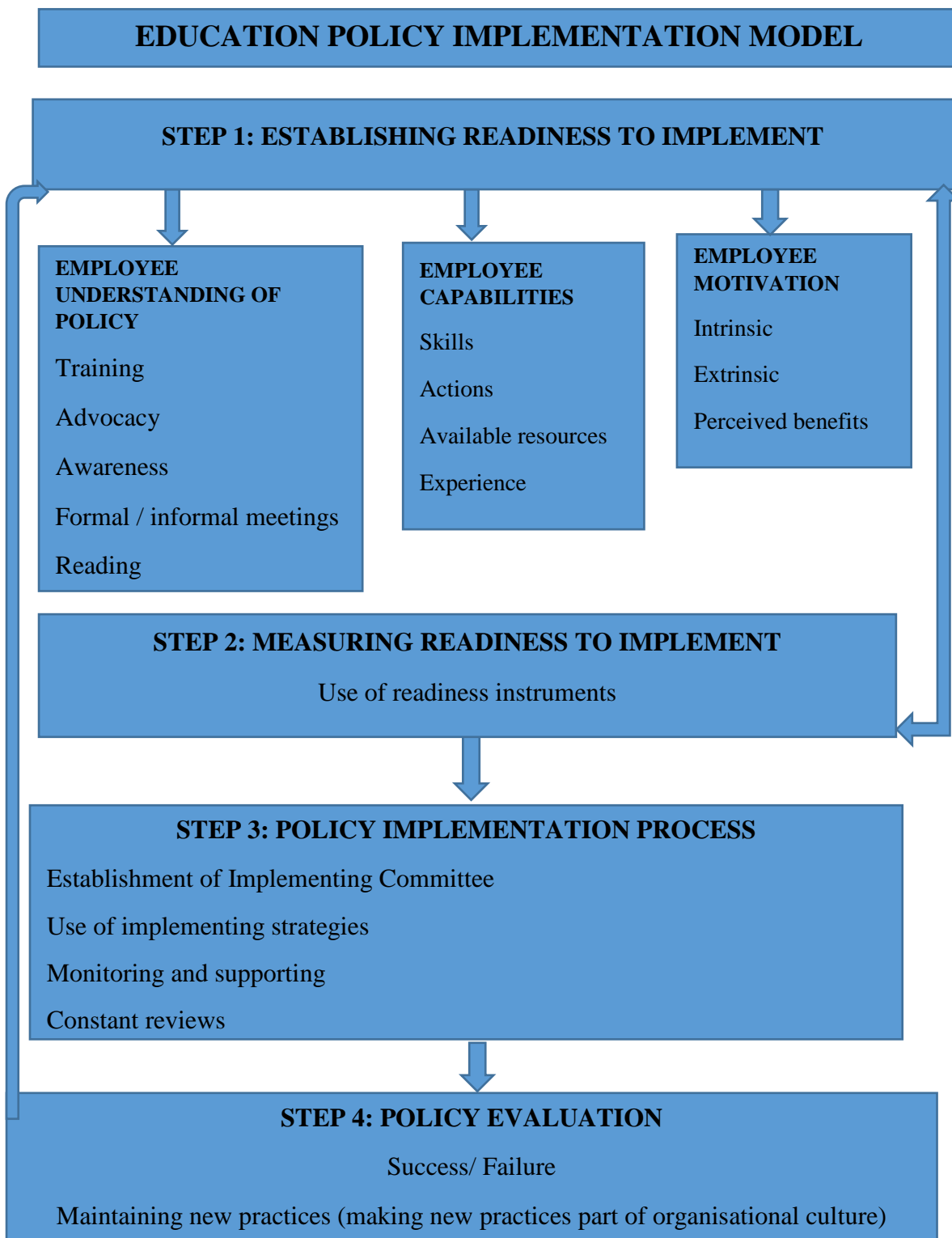
The study discovered that principals have varying views about the implementation of the PSSP. Principals' opinions about the implementation of the PSSP were that the PSSP could succeed only if the DBE could conduct training and education to stakeholders on the PSSP. This training would assist to create awareness and build knowledge of the policy. In addition, principals showed that the PSSP could succeed if the DBE could also provide the necessary resources required by schools to implement the policy. Moreover, principals also declared that the PSSP could succeed only if the DBE could reduce the amount of paper work that principals, SMTs and teachers are expected to complete, which has often led to reduced quality of teaching and learning, since people are forced to focus on paper work rather than on teaching. Furthermore, principals indicated that the PSSP could succeed only if the DBE could conduct monitoring and supporting of the implementation process. This monitoring and supporting should focus on evaluating progress, and assisting schools with implementation challenges.

5.4. THE STUDY'S CONTRIBUTION TO KNOWLEDGE

The findings led to the development of a model for implementing education policies. The model aims to establish a strategy for implementing education policies, which can assist the DBE in reducing policy implementation failure. The model will be referred to as the **Education Policy Implementation Model (Figure 4)** and will be suitable for use in all levels of education including schools, circuits, districts, province and the national Department of Education but could also be suitable in other organisations that are not related to education. My recommendation arising from the study is that the DBE should initially establish readiness to implement in school stakeholders dealing with new policies. The establishment of readiness to implement should involve extensive training, advocacy and awareness exercises and championing of policies through formal and informal meetings that would include the target group and community and support structures as a way of acquiring stakeholder buy-in. In

terms of Egonwan (2009), it is the responsibility of policy leaders to champion for a new policy. According to Ahmed & Dantata (2015) and Egonwan (2009) and Rahmat (2015), willingness to participate in change is generated through education and training on the intended policy. The model will assist educational organisations to establish readiness to implement on new policies. This exercise would aim to broaden the knowledge and understanding of target groups about impending policies.

Figure 4: Education Policy Implementation Model (Source: author)



According to the Education Policy Implementation Model, policy implementation consists of four steps. The first step is establishing readiness to implement; the second step is measuring readiness to implement; the third step is policy implementation process and the fourth step is policy evaluation. The model proposes that for a policy to succeed, policy implementers should move through the steps in their correct order starting from the first step to the last step.

Step 1: Establishing readiness to implement

Establishing readiness to implement is the first step in the Education Policy Implementation Model. In terms of establishing readiness to implement, the first action of policy managers focuses on establishing employee understanding of the policy. This understanding is established through training, advocacy, and awareness campaigns that are conducted in formal and informal meetings and through personal reading of policies. In terms of Surel (2000), employees understand innovations through consistent advertisement. Policy managers should make sure that employees receive proper education and training to achieve readiness to implement and get their buy-in. Kettunen (2000) indicate that the target group should be involved at the earliest stages of policy implementation through education to create awareness about impending policies. This should include educating them about the content, aims, expectations, context and implications of a policy. Policy managers also need to encourage employees to engage in personal reading of policies to achieve understanding.

The second action of policy managers in establishing readiness to implement involves enhancing employees' capabilities to implement a policy. In terms of the model, employees' capabilities to implement a policy is determined by their perceived skills, actions related to implementing the policy, availability of resources in relation to the policy, and their experience regarding policy implementation. Employees' perceived skills that can contribute to the establishment of readiness to implement include their ability to read written English, listening, collaboration, presentation, organising and strategic planning. In terms of employee actions that contribute to their perceived capabilities to implement a policy, actions such as training on the policy, organising meetings, reviewing and evaluation, celebrating milestones, recognition of success and mentoring are regarded as important. The availability of resources in relation to the implementation of a policy can also contribute to employees' perceived capabilities to implement a policy. These can include human, physical, financial, time, and teaching and learning resources. Furthermore, the experience that employees have regarding policy implementation also contributes to employees' readiness to implement. The proposition is that

people who have experience in policy implementation should be considered for participation as members of implementing committees to maximise their participation and to bring expertise.

The third action of policy managers in establishing readiness to implement involves enhancing employee motivation. The motivation can arise due to intrinsic and extrinsic factors and perceived benefits regarding the implementation of the policy. Intrinsic motivators that can influence readiness to implement can include a sense of achievement, fulfilment, enjoyment and satisfaction. On the other hand, the extrinsic motivators can include respect, prestige, salary and even fear of the employer (Deci & Ryan, 1985). Perceived benefits regarding a policy can also account for establishing motivation. This could include advantages that individuals and the organisation can get from implementing the policy. According to Herzberg (1966), people are motivated by factors such as the need for achievement, recognition, responsibility, advancement and growth. The availability of these motivators and a sense of perceived benefits regarding the policy could lead to readiness to implement.

The model proposes that when policy managers engage in establishing understanding and resources and enhancing the motivation levels of employees during policy implementation, it could lead to the establishment of readiness to implement in employees.

Step 2: Measuring readiness to implement

The second step in the model involves measuring readiness to implement. The aim is to measure whether employees exhibit traits of readiness to implement on the intended policy. According to Walinga (2008), readiness to implement is a critical indicator to the success of implementing policies in education. Weiner (2009) has observed that failure to implement policies is often the result of insufficient readiness to implement. From the observation made by Weiner, it is evident that measuring readiness to implement is an important step in the success of policy implementation. In support, Gonaseelan (2008) believes that the ability of organisations to measure the readiness of employees to implement policies can contribute to successful implementation. In terms of the model, organisations should use a vast array of readiness instruments to measure the readiness of their employees. The benefits of measuring readiness to implement include assisting policy implementers to identify gaps that may exist between the expectations of the target group and those of implementers and to assist them to develop a strategy for implementing the policy (Abdel-Ghany, 2014). In support, Bedser (2012) insists that measuring readiness to implement is a vital factor that can assist organisations in gaining foresight on imminent challenges that can hinder its success along the

way. In terms of the model, if policy leaders discover that employees exhibit low levels of readiness, after readiness assessment, they should revert to the first step and deal with establishing readiness. The lack of readiness might be because of a lack of knowledge and understanding of the policy, which could have resulted from poor championing of the policy through education and training. Policy leaders should only move to the next step when they are satisfied that employees are ready to implement the policy.

Step 3: Policy implementation process

The third step in the model involves the policy implementation process. This step deals with the actual implementation of a policy. The model proposes that policy managers should initially establish implementing committees. The committee should represent all levels of the organisation in terms of human resources. The people in the committee should have delegated roles assigned to them so that everyone knows his or her role. The model proposes that people who would form part of implementing committees should be those who have experience in policy implementation. The aim of implementing committees would be to oversee and manage the implementation process. In addition, the committee will assist organisational employees in implementing the policy by pinpointing challenges, resolving them, allocating resources to employees, selecting credible implementing strategies, monitoring, and supporting the progress of implementing the policy. People who have experience in policy implementation could also mentor their colleagues in implementing policies. This should be followed with constant reviews and assessment of the policy implementation process to check progress and challenges. Any hiccups in the progress should be dealt with immediately. Bhati *et al* (2010) insist that policy implementation cannot do away with constant reviews, as this is the only activity that can enhance the accountability of the agencies responsible for implementation. During the process, policy managers should also take time to celebrate small successes along the way. Celebrating these small successes could also include rewarding employees who have worked hard to achieve the success. These rewards could be in the form of certificates and other rewards. This activity could serve as motivation for employees to double their efforts during policy implementation.

Step 4: Policy evaluation

The final step in the model is that of policy evaluation. It involves assessing the policy to determine its success or lack thereof. The assessment on the policy should involve determining how the policy affects the target group. The assessment should also determine whether the

aims, objectives and expectations of the policy are realised. According to Ahmad (2012), policy implementation requires constant and periodical high-level reviews. In addition, Bhati *et al* (2010) argue that constant reviews are conducted to reveal practical issues in the implementation and the level of political support provided by the legislature. In the case where policy implementation is successful, policy leaders should push organisational employees to maintain the new practices through repetition until they become part of the organisational culture. On the other hand, if policy implementation is unsuccessful, policy leaders should go back to step one (establishing readiness to implement) and make sure that employees acquire the required knowledge regarding the policy, the necessary motivation, and the proper allocation of resources, so that employees can restart the process until they achieve success.

5.5. CONCLUSIONS

This study has revealed that principals have some level of understanding of the PSSP. This understanding was mainly achieved through personal reading. Most principals came to know about the PSSP through principals' meetings conducted by the DBE, colleagues and personal reading. However, the findings also revealed that some principals, even though they have received information about the policy, have not yet read it, and this might have led to a lack of understanding. The worrying factor was the lack of training of principals on the PSSP. This lack of training on the policy by the DBE is exacerbated by the fact that some principals, even though they have received the policy, have not yet read it, which could have resulted in low-level knowledge about the policy. This absence of training and personal reading on the PSSP is despite the evidence of the DBE placing high value on the policy. The lack of training on the policy could lead to low levels of understanding about it. This low-level of understanding about the PSSP could result in the lack of readiness to implement. The assumption is that the level of understanding of principals about the policy came purely from personal reading. On a positive note, evidence would suggest that some principals understand the content, aims and expectations of the PSSP, which was mainly achieved through personal reading.

Despite the worrying factor resulting from the lack of training of principals on the PSSP, the findings suggest that principals have developed some degree of motivation to implement the PSSP. Most of the principals in the study revealed that they have both intrinsic and extrinsic motivation to implement the policy, which was generated through the perceived advantages in relation to the policy. However, the findings also hint that some principals lack motivation in this regard. This lack of motivation could have been due to a lack of training and personal

reading on the PSSP. In addition to motivation, the findings suggest that principals could be motivated by the perceived benefits foreseen in the implementation of the PSSP. These perceived benefits could assist in strengthening principals' motivation levels to implement the PSSP. On the other hand, the findings revealed that principals also have negative perception about the implementation of the PSSP. My understanding is that these perceived disadvantages could negatively affect policy implementation. My assumption is that the perceived benefits and perceived disadvantages could neutralise each other, which could leave principals with reduced levels of motivation. The solution to this predicament rests with the DBE, however. If the DBE could provide training to principals on the PSSP, it could assist in establishing motivation, which could increase their levels of readiness to implement the policy.

Furthermore, the principals in the study anticipated a myriad of barriers in the implementation of the PSSP. These obstacles might also contribute to reducing their motivation levels. The reduced motivation in principals could consequently lead to lack of readiness to implement.

The principals in the study provided valuable input in terms of their views about the implementation of the PSSP. They seem to believe that the responsibility for achieving success on the PSSP lies with the DBE. According to the findings, the implementation of the PSSP could succeed only if the DBE could conduct training and education of stakeholders who will be involved in its implementation; provide the required resources to schools; and reduce the amount of paper work for teachers, SMTs and principals. Furthermore, the DBE also need to monitor and support the implementation process in schools, but this will only materialise if the DBE could do its work of establishing readiness in principals to implement the PSSP. The tipping point in achieving understanding of the policy and developing motivation and the perceived capabilities that would lead to the establishment of readiness to implement the PSSP, would arise when the DBE take steps to train stakeholders and create awareness about the policy. This should be followed by measuring the readiness of principals to implement the PSSP.

5.6. RECOMMENDATIONS

An exploration of principals' understanding of their readiness to implement the PSSP has generated the following recommendations:

5.6.1. Recommendations in respect of readiness to implement policies

- As the study has revealed a lack of training and creation of awareness for stakeholders regarding the PSSP, it is recommended that the DBE train all relevant stakeholders, including principals and SGBs, and conduct awareness campaigns on the PSSP. This would assist in establishing understanding and motivation on the PSSP, leading to readiness to implement. It could also assist in reducing resistance when it comes to the actual implementation.

5.6.2. Recommendations in respect of policy implementation

The following paragraphs discuss the recommendations of the study in respect of policy implementation. These recommendations are directed especially to the DBE but not excluding other organisations related to education.

- The study discovered an absence of monitoring and support of policies by the DBE, it thus is recommended that the DBE conduct monitoring and support exercises during the implementation of the PSSP to support schools who would encounter challenges implementing the PSSP.
- A lack of resources was revealed as an anticipated challenge in terms of implementing the PSSP, therefore it is recommended that the DBE make sure that resources reach schools in time. This could be achieved through eradicating the tender system, where people are not concerned with service delivery, but apply for tenders simply for monetary gain.
- The study revealed the negative influence that politics have on policy formulation and implementation, hence it is recommended that government and its departments should screen candidates who apply for critical positions in the bureaucracy and appoint credible people who are serious about their work. This could reduce the prevalence of corruption, maladministration and waste of government resources.
- The issue of shelving and abandonment of policies was also raised as a barrier in the implementation of policies. It is recommended that government develop policies against shelving and abandoning of policies.

5.7. FUTURE RESEARCH

The findings of the study have generated the following research ideas. These research ideas are in line with the research topic, especially readiness to implement and policy implementation.

- A study to explore the understanding of DBE officials (bureaucracy) about the PSSP.
- A study to explore the success of implementing a policy after a year of implementing, focusing on the perception of the DBE.
- A study on the perception of principals about the success of implementing a policy.
- A study to evaluate the influence of a policy on school management and leadership, focusing on visible improvement in schools.
- A study on existing challenges that principals encountered in the implementation of a policy.

5.8. CONCLUDING REMARKS

The study focused on a small number of principals regarding their understanding of their readiness to implement the PSSP. The findings cannot be generalised beyond the context of the study. Nevertheless, the study exhibits a good level of understanding of the PSSP by principals. It highlights factors that could motivate and demotivate principals from implementing the PSSP, challenges of implementing the PSSP, and factors that could contribute to the successful implementation of the PSSP, including principals' capabilities to implement the PSSP. Furthermore, the study draws recommendations from the findings that inform the Department of Basic Education of the areas that need focus in the implementation of the PSSP as well as future implementation of education policies.

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ANNEXURES

ANNEXTURE A: LETTER REQUESTING PERMISSION TO CONDUCT RESEARCH FROM THE LIMPOPO DEPARTMENT OF EDUCATION



The Director: Planning and Research

Private Bag X 9489

POLOKWANE

0700

Dear Sir / Madam

APPLICATION FOR CONSENT TO CONDUCT RESEARCH IN THE MOPANI DISTRICT OF LIMPOPO PROVINCE

I wish to apply for permission to conduct research in the above-mentioned district. I am a Doctoral student at the University of Pretoria specializing in Education Management and Policy. The proposed research topic is **“PRINCIPALS’ UNDERSTANDING OF THEIR READINESS TO IMPLEMENT THE POLICY ON THE SOUTH AFRICAN STANDARD FOR PRINCIPALSHIP.”** The aim of this study is to explore the understanding of principals of their readiness to implement the policy on the South African Standard for Principals. The study will focus on exploring the understanding of principals’ of their readiness to implement the PSSP.

The knowledge and information obtained from this study will be relevant and valuable to the Department of Basic Education in terms of establishing principals’ readiness to implement the PSSP as well as factors that may derail its implementation.

Principals, as participants, are in a unique position to provide the most useful information about their readiness to implement the PSSP. Their participation in the study will be in the form of interviews. The interviews will take between 60 to 120 minutes using semi-structured questions and their responses will be recorded. The dates and times of the interviews will be mutually negotiated. Participation in this study is voluntary and the participants have the right to withdraw at any time. Confidentiality and anonymity regarding information shared is guaranteed. The interviews and survey will be done after school time to avoid disruptions during contact time.

I look forward to your favourable consideration of this matter.

Yours faithfully

Nkuna, M.E.

..... Date:

Contact Numbers: 0732980158 / 0784213340

Email address: nkunam01@gmail.com

ANNEXURE B: CONSENT LETTER FOR PRINCIPALS



Dear Sir / Madam

REQUEST FOR CONSENT TO INTERVIEW THE PRINCIPAL

This letter is a request for permission to conduct research with you as a participant. I am a Doctoral student at the University of Pretoria specializing in Education Management and Policy. The research will request information about principals' understanding of their readiness to implement the policy on South African Standard for principals. The proposed research is entitled: **“PRINCIPALS’ UNDERSTANDING OF THEIR READINESS TO IMPLEMENT THE POLICY ON THE SOUTH AFRICAN STANDARD FOR PRINCIPALSHIP.”** The aim of this study is to explore the understanding of principals of their readiness to implement the policy on the South African Standard for Principals (PSSP). The study will focus on exploring principals' readiness to implement the PSSP.

The knowledge and information obtained from this study will be relevant and valuable to the Department of Basic Education in terms of discovering principals' readiness to implement the PSSP as well as factors that may derail its implementation. As a participant school principal, you are in the unique position of providing the most useful information about your readiness to implement the PSSP. Your participation in the study will be in the form of interviews. The interviews will take between 60 to 120 minutes using semi-structured questions and your responses will be recorded. The dates and times of the interviews will be mutually negotiated. Participation in this study is voluntary and as a participant, you have the right to withdraw at any time. Confidentiality and anonymity regarding information shared is guaranteed. Interviews and survey will be done after school time to avoid disruptions during contact time. The final research report will be available on request to participants who are interested in accessing it.

Yours faithfully

Nkuna M.E.

..... Date:

Agreement to Participate in the Research.

If you agree to participate in the research, please complete and sign the section below.

I,.....(Print your name) have read and understand the purpose of the research and agree to participate. I understand the nature of the research, give consent for the researcher to interview, video record my responses, and conduct a survey. I understand that my identity and that of my school will be kept anonymous and confidential. I understand that my participation is voluntary and that I have that right to terminate it if I feel uncomfortable during the research. I am also not obliged to reveal information that I feel uncomfortable to reveal.

Participant's name:

Participant's signature:

Participant's contact number:

ANNEXURE C: LETTER OF APPROVAL FROM LIMPOPO DEPARTMENT OF EDUCATION.



LIMPOPO
PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

DEPARTMENT OF EDUCATION

Ref: 2/2/2 Enq: MC Makola PhD Tel No: 015 290 9448 E-mail: MakolaMC@edu.limpopo.gov.za

Nkuna ME
P O Box 1029
Giyani
0826

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

1. The above bears reference.
2. The Department wishes to inform you that your request to conduct research has been approved. Topic of the research proposal: **"PRINCIPAL UNDERSTANDING ABOUT THEIR READINESS TO IMPLEMENT THE POLICY ON THE SOUTH AFRICAN STANDARD OF PRINCIPALS (PSSP)"**.
3. The following conditions should be considered:
 - 3.1 The research should not have any financial implications for Limpopo Department of Education.
 - 3.2 Arrangements should be made with the Circuit Office and the schools concerned.
 - 3.3 The conduct of research should not in anyhow disrupt the academic programs at the schools.
 - 3.4 The research should not be conducted during the time of Examinations especially the fourth term.
 - 3.5 During the study, applicable research ethics should be adhered to; in particular the principle of voluntary participation (the people involved should be respected).

REQUEST FOR PERMISSION TO CONDUCT RESEARCH: NKUNA ME

CONFIDENTIAL

Cnr. 113 Biccard & 24 Excelsior Street, POLOKWANE, 0700, Private Bag X9489, POLOKWANE, 0700
Tel: 015 290 7600, Fax: 015 297 6920/4220/4494


The heartland of southern Africa - development is about people!

3.6 Upon completion of research study, the researcher shall share the final product of the research with the Department.

4 Furthermore, you are expected to produce this letter at Schools/ Offices where you intend conducting your research as an evidence that you are permitted to conduct the research.

5 The department appreciates the contribution that you wish to make and wishes you success in your investigation.

Best wishes.



Ms NB Mutheiwana
Head of Department



Date

REQUEST FOR PERMISSION TO CONDUCT RESEARCH: NKUNA ME


CONFIDENTIAL

ANNEXURE D: INTERVIEW PROTOCOL

Main research questions	Participants	Interview questions
Biographical questions	Principals	1. What educational qualifications do you have? 2. How long have you been a principal? 3. Is your school a primary or secondary. 4. Is your school situated in a rural or urban area?
1. How do principals understand the Policy on the South African Standard for Principals?	Principals	1.1 How did you come to know about the PSSP? 1.2 How do the aims of the PSSP link with your work as a principal? 1.3 How do you understand the PSSP? / What knowledge do you have about the PSSP? 1.4 How do you understand the aims of the PSSP? 1.5 What do you expect to achieve out of the PSSP?
2. What motivates principals to implement the Policy on the South African Standard for Principals?	Principals	2.1 What motivate you to implement the PSSP? 2.2 What can demotivate you in the implementation of the PSSP? 2.3 What perceived benefits do you foresee that could affect your motivation in the implementation of the PSSP? 2.4 What perceived disadvantage do you foresee that could affect your motivation in the implementation of the PSSP?
3. Which challenges encountered by principals can contribute to the unsuccessful implementation of the Policy on the South African Standard for Principals?	Principals	3.1 Do you anticipate any challenges or barriers in the implementation of the PSSP? If yes, what are these challenges? If no, why will you not anticipate any challenges? 3.2 How would you solve these impediments or barriers?


<p>4. Which factors can contribute to the successful implementation of the Policy on South African Standard for Principals?</p>	<p>Principals</p>	<p>4.1 Which factors can make you implement the PSSP successfully? 4.2 How would you transfer that success to your school?</p>
<p>5. What capabilities do principals possess to implement the Policy on the South African Standard for Principals successfully?</p>	<p>Principals</p>	<p>5.1 What skills do you have that can assist you to implement the PSSP successfully? 5.2 Which available resources do you perceive as important in the successful implementation of the PSSP? 5.3 Which actions do you perceive as important in the successful implementation of the PSSP? 5.4 What experience do you have regarding policy implementation?</p>
<p>6. How do principals perceive the implementation of the Policy on the South African Standard for Principals?</p>	<p>Principals</p>	<p>6.1 What value do you attach to the implementation of the PSSP? 6.2 Do you think implementing the PSSP would require your honest participation? 6.3 Which factors within the school may affect your capabilities to implement the PSSP? 6.4 Which factors in the DBE (circuit or district) may affect your capabilities to implement the PSSP? 6.5 What are your views about the implementation of the PSSP?</p>

ANNEXURE E: POLICY ON THE SOUTH AFRICAN STANDARD FOR PRINCIPALSHIP



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GOVERNMENT NOTICES • GOEWERMENTSKENNISGEWINGS

DEPARTMENT OF BASIC EDUCATION

NO. 323

18 MARCH 2016

NATIONAL EDUCATION POLICY ACT, 1996 (ACT 27 OF 1996)
POLICY ON THE SOUTH AFRICAN STANDARD FOR PRINCIPALS

I, Angelina Matsie Motshekga, Minister of Basic Education, after consultation with the Council of Education Ministers, hereby, in terms of Section 3(4) of the National Education Policy Act, 1996 (Act No. 27 of 1996), publish for the public notice the Policy set out in the Schedule.


ANGELINA MATSIE MOTSHEKGA, MP

MINISTER OF BASIC EDUCATION

DATE:



basic education

Department:
Basic Education
REPUBLIC OF SOUTH AFRICA



POLICY ON THE SOUTH AFRICAN STANDARD FOR PRINCIPALSHIP

*Enhancing the Professional Image and
Competencies of School Principals*

2015

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ABBREVIATIONS

DBE Department of Basic Education

ELRC Education Labour Relations Council

ICT Information and Communications Technology

PED Provincial Education Department

PFMA Public Finance Management Act, 1999 (Act No. 1 of 1999)

RCL Representative Council of Learners

SASA South African Schools Act, 1984 (Act No. 84 of 1996)

SACE South African Council for Educators

SGB School Governing Body

SMT School Management Team (principal, deputy principal and heads of department)

FOREWORD

The Department of Basic Education (DBE) believes that there is an imperative need to establish a clear and agreed-upon understanding of what the South African education system expects of those who are, or aspire to be, entrusted with the leadership and management of schools. Our efforts have focused on the need to ensure positive/successful curriculum management outcomes at the school level as well as on the challenge of promoting and supporting the creation of an empowered and visible growth in the number of school managers and leaders in the education system.

We have developed the South African Standard for Principalship (SASP) that fully defines the role of school principals and key aspects of professionalism, image and competencies required and also serves as a guide to address professional leadership and developmental needs.

The SASP comprises 8 key interdependence areas which constitute the core purpose of the principal in any South African context, which are:

- a) Leading teaching and learning in the school;
- b) Shaping the direction and development of the school;
- c) Managing quality and securing accountability;
- d) Developing and empowering self and others;
- e) Managing the school as an organisation;
- f) Working with and for the community;
- g) Managing human resources (staff) in the school; and
- h) Managing and advocating extra-mural activities.

The South African Standard for Principalship illustrates my Department's concrete action on the challenges emanating from the Strategic Priorities informed by the Action Plan to 2019: Towards the Realisation of Schooling 2030. The SASP responds to the important demand for the provision of credible support to school principals as a key aspect towards improving effectiveness in the education system. It also prepares school principals to deal with changing processes and to improve the quality of education in the restructured education system.

I challenge all in the education sector - male and female - to utilise the SASP and play a role in enhancing the professional image and competencies of school principals.

Mrs AM Motshekga, MP Minister of Basic Education

Date:

1. INTRODUCTION

The Department of Basic Education believes that it is imperative to establish a clear and agreed understanding of what the South African education system expects of those who are, or aspire to be, entrusted with the leadership and management of schools. Currently, no common and universally accepted understanding exists, although limited definitions are included in both the Personnel Administrative Measures and the appraisal system. Therefore, the DBE has developed the Policy on the South African Standard for Principalship ('the Standard'), which fully defines the role of school principals and the key aspects of professionalism, image and competencies required. This will also serve as a policy to address professional leadership and management development needs.

The DBE has developed and aims to implement a system of career pathing for education leaders and managers and to make available a framework of processes and programmes for developing leadership and management. These will be based upon an agreed understanding of the core purposes of a principal's leadership role, the key areas of such a role, the values which underpin them, and the personal and professional qualities required to fulfil the role. The key areas referred to in the Standard are in line with the core purpose and responsibilities of the principal as set out in Sections 16 and 16A of the *South African Schools Act, (No 84 of 1996)*, paragraph 4.2 of Chapter A of the Personnel Administrative Measures, and the relevant appraisal system.

The Standard provides a clear role description for school leaders and sets out what is required of the principal. Principals working with school management teams (SMTs), school governing bodies (SGBs), representative councils of learners (RCLs) and wider communities must effectively manage, support and promote the best quality teaching and learning, the purpose of which is to enable learners to attain the highest levels of achievement for their own good, the good of their community and the good of the country as a whole.

The DBE intends to build upon the quality of leadership and successful outcomes observed at well-functioning schools within the context of their communities and to address poor leadership and inadequate outcomes of schooling at other schools. It has explicitly stated its belief that effective leadership and management, supported by a well-conceived, needs-driven development of leadership and management, is critical to the achievement of its transformational goals for education.

The purpose of the transformation of any education system is to bring about sustainable school improvement and a profound change in the culture and practice of schools. In South Africa, this change is influenced by the many complex economic, political, social and health factors which affect widely differing communities in both urban and rural contexts. These factors, and particularly the widespread, devastating impact of HIV and Aids, make it vitally important for schools to provide for the overall well-being of their learning communities in a nurturing and supportive environment. The extent to which schools are able to provide such support and implement the necessary change and improvement will depend on the professionalism of their leaders and the quality of the leadership and management that those leaders provide.

The DBE, with the provincial education departments (PEDs), has identified differentiated developmental needs for professionalising principals and for the development of their role. There are the

- a) enhancement of the skills and competencies of principals
- b) improvement of the procedures for recruiting and selecting principals
- c) induction and mentoring of principals
- d) professional preparation of principals.

The Standard, in line with other policy initiatives, is designed to improve professional standards of leadership and management for the benefit of learners and the quality of the education service as a whole. Although the Standard focuses primarily on the role of the principal as the leading professional in the school, there is a strong emphasis on shared leadership. Thus, recognition is given to the expectation and requirement in South Africa that good principals do not act in isolation but lead and manage their schools professionally and in ways that are grounded in and embraced by the principles of Batho Pele and Ubuntu. The

key areas, which define the principal's leadership and management role in relation to the core purpose of principalship, are underpinned by the following educational and social values that the principal needs to uphold.

- a) All learners have the right to have access to relevant and meaningful learning experiences and opportunities.
- b) The school community has the right to active participation in the life of the school.
- c) All members of the school community must be treated with respect and dignity and with recognition of their diverse natures.
- d) The school community has the right to a safe and secure learning environment.
- e) The well-being of all learners must be fostered within the school and the wider community.

Embedded in the principal's leadership and management of the school are core societal, educational and professional values which are reflected in the manner in which he or she deals with all matters pertaining to the curriculum and human resources. These values, which inform the core purpose of principalship and, together with knowledge and skills, shape the nature and direction of leadership and management in the school, include the following:

- a) commitment to the core values and vision of the school and of schooling in South Africa
- b) commitment to the pursuit of excellence in all aspects of school life and to the building of a safe, secure and healthy learning environment
- c) strategic, creative and insightful thinking and effective communication
- d) commitment to the development, empowerment and support of everyone in the school's community
- e) participative decision-making, teamwork and team-building
- f) integrity and fairness in all dealings with people and in the management and deployment of financial and other resources
- g) adherence to departmental SGB-developed policies in the management and deployment of financial and other resources
- h) fair-mindedness, patience, empathy, compassion, respect and humility in all dealings with others and in the promotion and protection of the interests of educators and learners
- i) adaptability and responsiveness to change and political astuteness in situations of ambiguity, adversity or opposition
- j) professional and managerial decisions based on informed judgments and resulting in appropriate action
- k) self-confidence, maturity and courage in decision-making and action demonstrating resourcefulness, initiative and determination in seeking solutions to problems
- l) self-reflection and a commitment to ongoing personal and professional self-development.

2. LEGISLATIVE FRAMEWORK

1. *Constitution of the Republic of South Africa, 1996*
2. *National Education Policy Act, 1996 (Act No. 27 of 1996)*
3. *South African Schools Act, 1984 (Act No 84 of 1996)*
4. *Employment of Educators Act, 1998 (Act No. 76 of 1998)*
5. *South African Council for Educators Act, 2000 (Act No 31 of 2000)*

6. *General and Further Education and Training Quality Assurance Act, 2001 (Act No. 58 of 2001)*
7. *National Qualifications Framework Act, 2008 (Act No. 67 of 2008)*
8. *Children's Act, 2005 (Act No 38 of 2005)*
9. *Child Justice Act, 2008 (Act No. 75 of 2008)*
10. *Labour Relations Act, 1995 (Act No. 66 of 1995)*
11. *Employment Equity Act, 1998 (Act No. 55 of 1998)*
12. *Basic Conditions of Employment Act, 1997 (Act No. 75 of 1997)*
13. *Skills Development Act, 1998 (Act No. 97 of 1998)*
14. *Occupational Health and Safety Act, 1993 (Act No. 85 of 1993)*
15. *Public Service Act, 1994 (Proclamation 103 of 1994)*
16. *Public Finance Management Act, 1999 (Act No. 1 of 1999)*
17. *Government Immovable Asset Management Act, 2007 (Act No. 19 of 2007)*
18. *Promotion of Access to Information Act, 2000 (Act No. 2 of 2000)*
19. *Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000)*
20. *Promotion of Equality and Prevention of Unfair Discrimination Act, 2000 (Act No. 4 of 2000)*
21. *White Paper 5 on Early Childhood Education, May 2001*
22. *White Paper 6 on Special Needs Education, July 2001*
23. *White Paper 7 on e-Education, September 2004*
24. *White Paper on Transforming Public Service Delivery, Batho Pele, September 1997*
25. *National Norms and Standards for Grade R Funding, January 2008*
26. *Regulations Relating to Minimum Uniform Norms and Standards for Public School Infrastructure, 2013*
27. *Language in Education Policy, July 1997*
28. *National Protocol for Assessment Gr R-12, December 2012*
29. *Policy on Learner Attendance, Mei 2010*
30. *Regulations for Safety Measures at Public Schools, 12 October 2001*
31. *National policy on HIV and Aids, for learners and educators in public schools, August 1999*

33. All collective agreements relating to schools
34. Provincial regulations applicable to schools

3. SCOPE OF APPLICATION

The Standard applies to all principals at all South African schools and sets out key dimensions of the work to be undertaken by the principal of a school. It promotes core values underpinned by the *Constitution of the Republic of South Africa* and makes reference to skills and qualities that are necessary for executing the duties of a school principal.

In the South African context, schools face a wide variety of circumstances arising out of, amongst others, socio-economic, cultural, and language diversity. Acknowledging this wide diversity, the Standard provides information that will be useful to all stakeholders who have an interest in a particular school. The information provided by the Standard will assist in the recruitment, selection and appointment of principals and will help principals to improve management processes at their schools. Moreover, it will assist the DBE and the PEDs in designing training programmes that promote professional leadership and management development for principals who are currently in service, as well as for educators who aspire to become principals.

4. ELEMENTS OF THE POLICY ON THE SOUTH AFRICAN STANDARD FOR PRINCIPALSHIP

The Standard comprises the following four elements:

4.1 Understanding the core purpose:

The Policy is built upon the core purpose of principalship, which, together with the other three elements, underpins the principal's school leadership and management practices.

4.2 Subscribing to educational ethics and social values:

These are the core values that underpin everything that happens at a school and that inform everything that the principal does in leading and managing the school.

4.3 Processing skills and knowledge to the key areas of principalship:

There are eight interdependent key areas of skill and knowledge in which a person needs to be competent in order to successfully fulfil the role of principal and deal with addressing the demands of the South African schooling system. Within each of these eight key areas, the principal must have the required knowledge in order to efficiently and effectively carry out the activities relating to the core purpose of principalship.

4.4 Having the necessary personal and professional qualities

These personal quality traits influence the way in which a principal fulfils his or her leadership and management role.

The above four elements, taken together, provide answers to three fundamental questions relating to the professional work of any principal:

- **WHY** does a school principal take a particular course of action?
- **WHAT** are the main functions of principalship?
- **HOW** are the main functions fulfilled effectively?

5. THE CORE PURPOSE OF PRINCIPALSHIP

The following eight (8) interdependent key areas constitute the core purpose of the principal of any South African school. The principal needs knowledge to carry out the actions that are required in the eight key areas.

5.1 THE KEY AREAS OF PRINCIPALSHIP:

- a) Leading teaching and learning in the school – five main kinds of leadership
- b) Shaping the direction and development of the school
- c) Managing quality of teaching and learning and securing accountability
- d) Developing and empowering self and others
- e) Managing the school as an organisation
- f) Working with and for the community
- g) Managing human resources (staff) in the school
- h) Managing and advocating extramural activities.

Note: The Standard identifies some typical actions that principals need to take and provides some illustrative indication of related knowledge requirements. However, it would be possible, if required, for programme designers, and those making use of the Standard for other purposes, to expand and reconfigure variously the action and knowledge components into 'practical', 'foundational' and 'reflexive' competencies, in line with the Norms and Standards for Educators published under Government Notice No. 82 in the Government Gazette No. 20844 of 4 February 2000.

5.1.1 LEADING THE TEACHING AND LEARNING IN THE SCHOOL~ five main kinds of leadership

The principal has the overall responsibility for leading and managing the school and is accountable to the employer (Provincial Head of Department) and, through the SGB, to the school community.

The principal is responsible for leading and managing and evaluating the curriculum. By doing this the quality of teaching and learning will be ensured. The five main kinds of leadership are set out below:

5.1.1.1 Strategic leadership

The principal is required to

- a) create a school organisation where all staff members understand that every learner must be supported
- b) create conditions that will prepare learners for the future
- c) create a climate of inquiry that challenges the school community
- d) in collaboration with the SGB and stakeholders, create and develop a vision and mission that will capture the imagination of the community
- e) develop a framework for continuous improvement of all systems in the school
- f) Put in place plans that support improved academic achievement
- g) ask everyone involved in the school for suggestions about how to change and improve process situations at the school to get those persons to help in applying alternative strategies
- h) keep up to date with current developments in national education policy and schooling globally

- i) create a collaborative work environment that is site-based, supports teamwork and promotes cohesion and co-operation
- j) promote a holistic approach to wellness among learners, staff and parents
- k) inspire self-awareness and self-reflection.

5.1.1.2 Executive leadership

The principal is required to

- a) create systems that will build relationships
- b) create a common, shared, understanding of the school's identity, values and ethos
- c) create an atmosphere of transparency in working towards common goals
- d) create an environment that is trusting, disciplined and conducive to teaching and learning and that addresses the challenges of transformational change
- e) create an environment where continuous school improvement planning is built into all the school systems
- f) create a school as an organisation that is adaptable to change
- g) maintain high visibility throughout the school
- h) understand the inter-relationships with district and external stakeholders and their impact on the school system
- i) encourage individuals to express their opinions.

5.1.1.3 Instructional leadership

The principal is required to

- a) lead the learners and ensure that the school is a professional learning community
- b) lead continuous improvement in curriculum implementation
- c) lead the school into the future through the use of ICT
- d) foster the success of all learners
- e) promoting a culture of achievement for all learners by communicating and implementing a common vision and mission that is shared by all stakeholders
- f) develop and implement an instructional framework that is data-driven, research-based, and aligned with the national curriculum
- g) empower staff to become instructional leaders who share the responsibility for achieving the mission, vision and goals that have been set
- h) recognise good instructional practices that motivate and increase learner achievement, and encouraging educators to implement these practices.

5.1.1.4 Cultural leadership

Culture refers to the way of life of a specific group of people and encompasses behaviour, beliefs, values, customs, style of dress, personal decoration such as make-up and jewelery, relationships with others, and special symbols and codes. The fact that the principal is expected to deal with people from various cultural backgrounds means that he/she must have knowledge of how to promote cultural diversity, gender equality, religious tolerance and multilingualism in the school context.

The principal is required to

- a) embrace the diversity of cultures within the school
- b) behave with integrity towards people of all cultures and instilling positive values and ethical perspectives in educators and learners so that they will have as much respect for the cultural practices of others and of the school as they have for their own cultural practices
- c) support and uphold the traditions, symbols, values and norms of the school community
- d) understand the school community and how to connect with the traditions of the people who make up that community
- e) ensure that policies on religion and language are adhered to
- f) Acknowledge that a variety of sexual orientations exist among human beings and to ensure that there is respect and tolerance for the orientation of every person at, or involved in the school.

5.1.1.5 Organisational leadership

The principal is required to

- a) together with the SMT and SGB, ensure that the school's operational budget is managed carefully and responsibly so that the school has enough money for all its programmes and activities
- b) together with the SMT and SGB, ensure that the school recruits and retains a high quality workforce that meets the needs of all learners
- c) create processes for identifying and resolving problems and challenges in a fair, consistent and professional manner
- d) design a system of communication for sharing good practices
- e) communicate with all stakeholders, regularly and efficiently
- f) comply and implement national policies and provincial directives and mandates
- g) delegate responsibilities according to proper management and leadership practices
- h) make sure that the norms and ground rules of the school are set out clearly and that everyone involved with the school, knows them
- i) promote the interests of all learners and staff members
- j) establish implementable and clear management systems and processes
- k) take responsibility and be accountable in all matters concerning the school
- l) develop and support other leaders within the school community
- m) analyse and use available data to improve practices at the school and in its classrooms
- n) taking responsibility for a safe, secure and disciplined school environment.

KNOWLEDGE RELATED TO LEADING TEACHING AND LEARNING IN THE SCHOOL

CURRICULUM MANAGEMENT, TEACHING, ICT IN LEARNING AND HUMAN RESOURCE SUPPORT

The school principal needs to have knowledge of

- a) the prescribed National Curriculum and the values and goals which shape it
- b) practices of effective teaching and learning which support the delivery of the National Curriculum
- c) strategies for the effective monitoring and evaluation of performance related to the National Curriculum

- d) collection and analysis of data relevant to monitoring and evaluating performance related to the National Curriculum
- e) evidence derived from research and practice to inform the improvement of teaching and learning and the enhancement of a learning culture
- f) information technology that supports teaching, learning and assessment
- g) resources that support teaching and learning
- h) strategies and approaches for the development of a learning culture in the school and for raising levels of achievement and excellence in context
- i) methods for building and developing a nurturing and supportive environment for effective teaching and learning
- j) approaches and current trends in building and developing the school as a learning organisation
- k) social, political, economic and health conditions of the school and wider community which impact upon individual learner behaviour, needs, attendance and well-being
- l) approaches for managing specific learning needs, learner behaviour, and learner and staff attendance
- m) standards that will ensure equity in learner access to quality teaching and learning
- n) *White Paper 7 on e-Education, September 2004.*

ACTIONS RELATED TO LEADING TEACHING AND LEARNING IN THE SCHOOL

The school principal should

- a) demonstrate a personal commitment to learning and standards of excellence
- b) promote strategies for encouraging high expectations and for setting realistic targets for achievement
- c) challenge underperformance, ensuring appropriate remedial action and support
- d) facilitate the on-going monitoring and evaluation of educators in relation to all classroom practices
- e) ensure that sound data, at class and school level, is collected and used to inform the continuous monitoring and evaluation of teaching and learning, together with learner progress and achievement
- f) keep up to date on current research, debates and trends, through reading professional books, journals and publications
- g) network with professional learning forums
- h) share and transmit ideas and stimulate discussion on pedagogic and welfare issues with all staff
- i) ensure that educators have a full understanding of the prescribed National Curriculum and possess skills related to teaching, monitoring and evaluation
- j) encourage on-going debate among staff on the development of teaching and learning in the school and on effecting improvements
- k) promote a positive learning culture and ethos within the school and demonstrate an understanding of the principles and practices of effective teaching and learning through effective curriculum management
- l) ensure that teaching and learning are the core of the school's strategic planning and management of all resources
- m) ensure that educators have opportunities to access quality professional development in order to improve their teaching
- n) work with the school's community to ensure a school environment that is safe, secure and disciplined
- o) engage with staff and share knowledge of effective teaching and learning in a global context
- p) monitor the implementation of school plans and ensure that objectives are achieved through the necessary intervention
- q) provide advice and guidance to professional staff and parents on educational issues
- r) promote achievement of the school's Mission Statement
- s) act in accordance with the *Constitution of the Republic of South Africa*, all the relevant laws and regulations, and the Code of Ethics of SACE
- t) initiate and manage changes necessary for the development of the school, in consultation with all stakeholders
- u) identify problems and challenges and find solutions which enhance teaching and learning
- v) include the use of ICTs in advocating active and critical learning - ICTs are the ideal tool for facilitating a learner centred approach
- w) through DBE/PED/private partnership funding, equip classes with Smart boards, laptops for teachers, digital projectors and Smart tablets for learners, to promote the use of ICTs in school
- x) respond to the 21st-century demands of learners in the teaching and learning situation
- y) ensure that teachers and learners have access to ICT laboratories on a regular basis

z) foster partnerships with schools in the vicinity that have ICTs and provide opportunities for teachers and learners to be exposed to the use of ICTs on a regular basis.

6.1.2 SHAPING THE DIRECTION AND DEVELOPMENT OF THE SCHOOL

The principal works within the SGB, the SMT and with parents in the school's community to create and implement a shared vision, mission and strategic plan to inspire and motivate all who work in and with the school and to provide direction for the school's on-going development. The vision and mission identified by the SGB, encapsulates the core educational values and moral purpose of the school and should take into account national educational values and traditions of the school's community and values enshrined in the *Constitution of the Republic of South Africa*. The strategic planning process is fundamental for shaping and sustaining school improvement on a continuum.

The principal working with the SGB and SMT, is responsible to ensure the quality of teaching and learning in the school. The principal must establish and maintain effective quality assurance systems and procedures within the school and is accountable to a wide range of stakeholders. These stakeholders include national and provincial departments of education, learners, staff, parents, school governing bodies and the wider community.

KNOWLEDGE RELATED TO SHAPING THE DIRECTION AND DEVELOPMENT OF THE SCHOOL

SCHOOL DEVELOPMENT AND IMPROVEMENT PLANNING BASED ON EVIDENCE

The school principal needs to have knowledge of

- a) the values, principles and goals which inform South African schooling
- b) South African educational legislation and policy
- c) Labour Law and its application in the school context
- d) the principles and processes of strategic thinking, planning and implementation
- e) leading dynamic change processes
- f) approaches to building, communicating and implementing a shared vision
- g) strategies for inspiring, challenging, motivating and empowering people to commit to the school's values, vision and mission and to carry them forward in planned action
- h) methods in which to instil positive values and a shared vision of the school i) conflict management skills.

ACTIONS RELATED TO SHAPING THE DIRECTION AND DEVELOPMENT OF THE SCHOOL

The school principal should

- a) work with everyone in the school's community to ensure that the vision and mission of the school is translated into agreed goals and operational plans, designed to promote and sustain on-going school improvement
- b) ensure that all school policies (including policies by the SGB) are developed, implemented and comply with current educational legislation and policy
- c) utilise and interpret data to inform school improvement planning
- d) Ensure that the strategic planning process takes account of the values, diversity and particular context of the school and its wider community
- e) monitor, evaluate and review the impact of school plans, and initiate appropriate action where applicable
- f) lead by example and model the values and vision of the school in daily practice.

5.1.3 MANAGING THE SCHOOL AS AN ORGANISATION

The principal should provide for the effective organisation and management of the school and on the basis of on-going review and evaluation, he or she should strive continuously for ways to develop and improve organisational structures and functions. The principal is responsible for ensuring that the school and its people, assets and all other resources are organised

and managed to provide for an effective, efficient, safe and nurturing environment. These management functions require the principal to build and strengthen the capacity of those working in the school and to ensure that all available assets and resources are equitably deployed to maximum effect in supporting effective teaching and learning. As managers, the principal manages the school by creating systems and processes to deal with a) curriculum implementation

- b) extramural activities
- c) human resource matters
- d) discipline
- e) inclusion
- f) data in order to make recommendations that are in the best interest of the learners, the school and all stakeholders
- g) the application of knowledge, skills and understanding of managerial concepts to deliver educational services
- h) strategies and legislative imperatives in various planning procedures
- i) monitoring and evaluating the use of diagnostic, formative and summative assessment of learners to provide timely and accurate feedback to all stakeholders.

KNOWLEDGE RELATED TO MANAGING THE SCHOOL AS AN ORGANISATION

FINANCIAL MANAGEMENT; GENERAL, INSTITUTIONAL AND INFORMATION MANAGEMENT

The school principal needs to know about

- a) organisational models and the principles and practice of organisational development and behaviour
- b) procedures for the effective and equitable allocation and deployment of human, financial and physical resources and all other assets, including procurement processes, in pursuit of the school's educational priorities
- c) procedures and good practice for the acquisition, maintenance and management of all school assets d) informed decision-making
- e) financial and budgetary planning and management, including the means of more specific supplementary income generation in relation to the strategic financial and budgetary plans
- f) practices for performance management, both organisational and individual
- g) legal and regulatory frameworks related to managing schools in South Africa
- h) applications of existing and emerging technologies for organisational management.

ACTIONS RELATED TO MANAGING THE SCHOOL AS AN ORGANISATION

The school principal should

- a) build an organisational structure which reflects the vision and values of the school and enable management systems and processes to work efficiently and effectively in line with all legal and regulatory requirements
- b) manage the school's financial and material resources and all assets efficiently and effectively in accordance with departmental and SGB policies to achieve educational priorities and goals
- c) manage the equitable deployment and development of the school's staff related to the achievement of the vision and goals of the school
- d) implement effective performance management systems and processes in relation to the work of individuals and the school as a whole

- e) ensure that the school's management, policies and practices are sensitive to local circumstances and are in line with national and provincial policies and reflect the goals and needs of the school
- f) organise and manage the environment of the school to ensure that it supports the teaching and learning needs of the school and meets relevant health and safety regulations and needs
- g) monitor, evaluate and review the quality and use of the school's available resources to ensure ongoing improvement of the quality of teaching and learning
- h) use ICT effectively and efficiently.

5.1.4 MANAGING QUALITY OF TEACHING AND LEARNING AND SECURING ACCOUNTABILITY

The principal working together with the SMT and SGB, is responsible for ensuring the quality of teaching and learning in the school. She or he should establish and maintain effective quality assurance systems and procedures within the school, which ensure on-going evaluation and review of all aspects of the school's operation and which promote collective responsibility.

KNOWLEDGE RELATED TO MANAGING QUALITY OF TEACHING AND LEARNING AND SECURING ACCOUNTABILITY

QUALITY ASSURANCE OF THE LEARNING ENVIRONMENT; APPRAISAL PRACTICE; LEARNER ASSESSMENT

The school principal needs to have knowledge of

- a) practices and procedures related to quality assurance systems, including whole-school review and evaluation and performance management
- b) mechanisms for the collection and use of performance data and other evidence to monitor, evaluate and improve school performance across all aspects of its operation
- c) processes and systems underpinning accountability, responsiveness and responsibility
- d) statutory frameworks, regulations and collective agreements related to quality assurance and accountability.

ACTIONS RELATED TO MANAGING QUALITY OF TEACHING AND LEARNING AND SECURING ACCOUNTABILITY

The school principal should

- a) encourage the development and maintenance of an ethos of collective responsibility for assuring quality and ensuring accountability within the school's community
- b) ensure that regulated performance management systems are understood and administered efficiently and effectively
- c) set in place and maintain effective mechanisms and procedures for on-going, systematic review and self-evaluation of all aspects of the school's work
- d) ensure that all members of the school's community understand their individual responsibilities
- e) encourage others in the school's community to use appropriate data and other evidence to support self-evaluation and accountability
- f) Use the combined outcomes of ongoing school self-evaluations and external evaluations for the continuing development of the school.
- f) use the combined outcomes of ongoing school self-evaluation and external evaluations for the continuing development of the school
- g) account regularly in accessible and accurate ways in respect of the school's performance to key stakeholders
- h) support the SGB to meet its statutory obligations
- i) fulfil the school's legislative and statutory accountability obligations to the national and provincial education departments.

5.1.5 MANAGING HUMAN RESOURCES (STAFF) IN THE SCHOOL

The principal, in managing human resources, needs to understand the human resource requirements of the school. While the department provides the Post Establishment, the principal is responsible for the staff establishment and should create an enabling environment by ensuring that all vacant posts are filled and that there is a fair allocation of workload among educators. The principal will need to advise and support staff regarding conditions of service in the school. It is the principal's responsibility to give guidance related to labour related issues. This will also assist his or her leadership in terms of ensuring that all current legislation, departmental policies and collective agreements are complied with.

KNOWLEDGE RELATED TO MANAGING HUMAN RESOURCES (STAFF) IN THE SCHOOL

STAFF ESTABLISHMENT; CONDITIONS OF SERVICE AND LABOUR RELATED MATTERS

The school principal needs to

- a) follow departmental procedures, legislation, policies, regulations and collective agreements that have to be followed in terms of advertising and filling of posts (educators, administrative assistants and general assistants)
- b) liaise with the district office concerning staffing appointments
- c) provide information, advice and support regarding the conditions of service of staff
- d) explain leave measures including all forms that need to be completed
- e) solve problems of conditions of service
- f) study SACE, collective agreements, legislation and grievance procedures relating to the conduct and actions of educators
- g) report to circuit managers in cases of misconduct and grievances in terms of the Agreements of the Education Labour Relations Council and the Public Service Commission.

ACTIONS RELATED TO MANAGING HUMAN RESOURCES (STAFF) IN THE SCHOOL

The school principal should

- a) follow departmental procedures with regard to the advertising and filling of posts
- b) manage any grievances and challenges regarding the conditions of service and problems experienced
- c) monitor and support educators in managing learner assessments in accordance with current assessment policies
- d) give quarterly feedback to parents on learner progress
- e) facilitate parent-educator meetings progressively to discuss and measure learner progress and needs regarding learner performance
- f) Organise and manage the environment of the school to ensure that it supports the teaching and learning needs of the school and meets relevant legislation and procedures relating to conduct and actions (e.g. Sections 17 and 18 of the *Employment of Educators Act, 1998 (No 76 of 1998)* and the *Children's Act, 2005 (No 38 of 2005)*).

5.1.6 MANAGING AND ADVOCATING EXTRAMURAL ACTIVITIES

The principal in leading and managing the school should create an environment that takes care of the needs and circumstances of its learners in the form of offering extramural activities.

KNOWLEDGE RELATED TO MANAGING AND ADVOCATING EXTRAMURAL ACTIVITIES

The school principal needs to have knowledge of

- a) diverse sporting codes including indigenous games
- b) Physical Education and Human Movement Studies
- c) involvement of parents in school sport
- d) policies relating to all local and international school tours
- e) *Occupational Health and Safety Act, 1993 (Act 85 of 1993)*
- f) establishing partnerships with professional sporting bodies and clubs.

ACTIONS RELATED TO MANAGING AND ADVOCATING EXTRAMURAL ACTIVITIES

The school principal should

- a) promote diverse sporting codes and indigenous games as well as cultural behaviour
- b) ensure that Physical Education and Human Movement Studies are provided for in the timetable
- c) encourage the involvement of parents in extramural activities
- d) establish partnerships with clubs and professional sporting bodies
- e) ensure that the SGB provides a budget for all extramural activities.

5.1.7 DEVELOPING AND EMPOWERING SELF AND OTHERS

The principal working with all stakeholders, embraces the philosophy and practice of Ubuntu and has the overall responsibility to build a professional learning community in the school. This will be achieved through effective interpersonal relationships and communication, which recognises, manages and celebrates the diversity of ethnicity, race and gender. Through the provision of opportunities for shared leadership, teamwork and participation in decision-making, the principal promotes the empowerment of those working in the school. By encouraging effective and relevant continuing professional development

opportunities, the principal supports whole school development. Principals also need to be reflective to build personal capacity and be committed to their own continuing professional development.

KNOWLEDGE RELATED TO DEVELOPING AND EMPOWERING SELF AND OTHERS

STAFF DEVELOPMENT (EDUCATORS AND NON-TEACHING STAFF)

The school principal needs to have knowledge of

- a) relationships between performance management, continuing professional development and sustainable school improvement
- b) approaches to promoting continuing professional development, including approaches to adult learning
- c) methods in which shared leadership, participation in decision-making, team-building and effective teamwork may be encouraged, promoted and implemented
- d) approaches in which motivation, morale and job satisfaction may be enhanced
- e) The significance and interpretation of Ubuntu.

ACTIONS RELATED TO DEVELOPING AND EMPOWERING SELF AND OTHERS

The school principal should

- a) demonstrate leadership through participating in professional learning
- b) encourage the development of shared leadership, participation in decision-making, teambuilding and teamwork and other positive working relationships
- c) provide a range of opportunities for, and encourage and support engagement in, the continuing professional development of everyone working in the school
- d) implement processes to plan, allocate, support and evaluate the work of individuals and teams to guide and ensure improvement and celebrate achievements
- e) establish effective communication mechanisms within the school and its community
- f) develop and maintain effective procedures and practices for personnel processes such as induction, performance management and professional development
- g) ensure equity and fairness in the delegation of work and the devolution of responsibility
- h) engage in an ongoing review of his/her own practice and accept responsibility for personal and professional development.

5.1.8 WORKING WITH AND FOR THE COMMUNITY

The principal, working within the SMT and SGB, should build collaborative relationships and partnerships within and between the internal and external school community for their mutual benefit. Schools exist within particular social and economic communities that have an influence on and may be influenced by the school. The wider community that the school serves can provide a source of support and resources for the school. The school itself can play an important role in the well-being and development of the community. School improvement and community development complement each other.

KNOWLEDGE RELATED TO WORKING WITH AND FOR THE COMMUNITY

IMMEDIATE SCHOOL COMMUNITY; BROADER COMMUNITY/PROFESSIONAL LEARNING NETWORKS AND PARTNERSHIPS

The school principal needs to have knowledge of

- a) the socio-economic, political and cultural characteristics of the wider school community
- b) current issues and possible future trends which affect the school community

- c) the diversity of resources which are available in the wider community
- d) sources and patterns of influence in the wider community.
- e) **curriculum opportunities both formal and informal**
- f) the existence and work of other relevant agencies in the wider community and the possibilities for collaboration
- g) the work, capabilities and needs of other schools within the community and in the district clusters and networks
- h) approaches to building and maintaining partnerships between the school, the home and the wider community
- i) ways in which parents and other care-givers in the community may be encouraged to support children's education and overall well-being.

ACTIONS IN RELATION TO WORKING WITH AND FOR THE COMMUNITY

The school principal should

- a) draw on the richness and diversity of the school's wider community regarding the development of the school's culture and ethos
- b) ensure that teaching and learning in the school are linked with and related to the school's wider community
- c) establish and maintain means of open communication between home and school
- d) build and maintain effective, collaborative relationships and partnerships with other agencies and potential resource providers in the community which are concerned with the well-being of children and their families
- e) establish and maintain communication pathways which enable the work of the school to be known in the community and for community feedback to the school
- f) provide leadership and support to the wider community through the availability of school facilities and expertise
- g) work towards developing and maintaining effective partnerships between the SMT and SGB
- h) give attention to the articulated needs of the learners, through encouraging and supporting the work of the Representative Council of Learners.

6. CONCLUSION

In concluding this Standard, it is pointed out that a number of competencies are required of the principal. Ethical leadership in all its various facets, and more particularly in leading diversity, is of paramount importance for an effective principal. Principals should be able to understand the organisations which they lead and offer effective and efficient management of that organisation.

Management aspects include curriculum support, human resource and administrative management, financial procedures, implementation of legislation and regulations, maintenance of infrastructure and safety and security in and around the school. The principal as a proficient communicator corresponds with a wide variety of individuals and groups who make up the school community. Furthermore, the principal should be capable of making quick and accurate judgements, enabling prompt handling of challenges and problems as they arise.

The Education Department has an equally vital role to play in ensuring that the core functions and key areas set for principals are realistic, and within the grasp of the individuals concerned. The Department should provide the necessary training and

guidelines, not only in the professional duties of principals, but also in their personal development. Practical skills which the Department should inculcate in the principal, include training in those aspects of the law necessary for effective running of the institution, financial management, how to evaluate his or her school, and how to use this evaluation in school development planning and school improvement; and how to manage a complex curriculum.



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