CHAPTER ONE

ORIENTATION, PROBLEM FORMULATION AND AIMS
OF THE STUDY

1.1   INTRODUCTION

Since South Africa's first national democratic elections in 1994, the government has introduced several reforms intended to democratise education and eliminate inequalities in the post apartheid education system. The challenges facing school principals are far greater than those of the apartheid era. In the past all decisions were made by the provincial and national department of education, now many are made right in the school. All stakeholders have to take part in school governance and management, and it is incumbent upon the school principal to encourage this participation. The most comprehensive of these reforms is the South African Schools Act (No. 84 of 1996), which embodies an approach to school governance which introduces decentralisation of power to schools and promotes participation of all stakeholders (teachers, parents, learners and community members) in the decision-making process. While the anticipated positive effects of school governance have been widely heralded, however, improving the school governance structure holds great implications for the school principals.

During the last five years, there has been a tremendous change in the education and training arenas to suit the political landscape (Le Grange & Reddy 1999:1). Since the introduction of the South African Schools Act (SASA), school governing bodies have been granted considerable powers to manage their own affairs. The Schools Act represents a radical departure from the old and has set new demands for school principals, namely: to transform and manage the school governing body in accordance with the values and principles enshrined in the Constitution. The restructuring of education in our country has created a new working environment for school principals. This restructuring transfers macro-

policy into everyday processes and priorities in schools and the change is envisaged to bring about a new governance and management structure. The change involves the participation of educators, learners and the community in the school governance structure. In the current policy debates in South Africa, there is continuous reference to move towards the democratisation of the education system (Sayed & Carrim 1997:91). Heystek and Louw (1999:21) endorse the viewpoint that the relationship between parents and schools should change from a *client type* of relationship to a *partnership* relationship. Previously parents were perceived as clients, and they did not have any say in the governance of schools. Currently it is expected that parents must be partners, which indicates that parents are part of the decision-making process and its implementation.

1.2 CLARIFICATION OF CONCEPTS

1.2.1 Institutional restructuring

Institutional restructuring is a complex and emotional process because of the notions of power that underpin it (Monyooe 1999:77). As the political reforms of the 1990's began to take hold, it therefore meant that the education system had to be aligned to meet the demands of transformation. Restructuring in South Africa involves more than transferring certain functions from the national and provincial department of education to the schools. Until the mid-1990's the South African education system was highly bureaucratic and centralised. Governance by centralisation was deemed necessary to unify and integrate school organisation and structure. During this period the authority of the school principals was restricted to the collection of school fees, assignment of educators and learners to instructional programmes and the establishment of instructional goals for the school. Teachers were the final authority for instructional decisions in their classes. In the 1970's and 1980's the education system faced serious problems including persistent demands for the participation of all stakeholders in the governance and management of schools. Policy makers considered decentralisation of decision-making as a possible response to these problems and eventually suggested a moderate amount of decentralisation. A series of parliamentary working groups recommended decentralisation forms (i.e. devolution of responsibilities to

the school level, shared decision-making between school principals and educators, shared decision-making with community participation) (Republic of South Africa 1995:43).

According to Dimmock (1995:20-23), to date, the bulk of attention in the restructuring movement has been devoted to organisational and governance issues. Considerably less attention has been invested in conceptualising how the core technology of curriculum and instruction should be revised in conjunction with restructuring efforts. Few researchers are attempting to develop links from proposed structural and political alternatives to classroom processes. Even fewer investigators are developing new views of organisation and governance based on the most appropriate conditions of learning. The purpose of this research, therefore, is to shed light on issues of how governance restructuring affects the role of the school principal.

1.2.2 School governance

School governance, as regards the governing body's functions, means determining the policies and rules by which a school is to be *maintained* and *controlled.* It includes ensuring that such rules and policies are carried out effectively in terms of the law and the budget of the school (Potgieter, Visser, Van der Bank, Mothata & Squelch 1997:11). The function of the school governing body is to enhance the quality of education for all learners within the parameters of policy established by both the national and provincial departments of education in terms of their legal responsibilities and competencies.

Many schools systems throughout the world, including South Africa, are undergoing restructuring. Although emergent patterns of power relations are complex, school governance shifts responsibility for some functions to the school level, while control of others lie with the provincial head of department, Member of executive council and the national minister. The compelling momentum of this restructuring, according to the former Minister of Education (Prof SME Bengu), is driven by the desire to improve the quality of education and transform our education system (Republic of South Africa 1995:1). This reasoning, based

largely on school effectiveness research, suggests that improvements in learner achievement are most likely to be gained in schools which are relatively autonomous, possess a capacity to resolve their own problems, and in which strong leadership, particularly by the principal, is characteristic (Dimmock 1995:3). Reinforcing this Heystek and Louw (1999:21) argue for a collaborative school governance structure, with the focus on school-based decision-making. This allows schools control over resources by which to develop and support curricula for the benefits of learners.

1.2.3 Leadership

Many studies on the principal's leadership in decentralised schools indicate that visionary leadership is necessary for schools to be self-governed (Madsen & Hipp 1999:260). Hoberg (1993:66) argues that the principal sets the tone in the school, and he/she cultivates the quality of the school climate. Coupled with his/her distinctive *leardership* style, his/her influence is of strategic importance to facilitate a learning community, within the community including learners, teachers, parents and others with a stake and interest in the school. Accountable leadership refers to the capacity of the school principal to work with others to demonstrate that the school governing body has indeed been responsive to the needs of the learners, the local community and society at large.

Dimmock (1995:212) argues that the capacity to lead and manage a school effectively is not only based on the relationship between leaders and those with whom they interact in the accomplishment of the work of schools. In this changing political environment, in which there is increasing emphasis on participatory decision-making, efforts have to be made to provide operational tools, processes and techniques necessary for the achievement of the organisation's goals.

1.2.4 Participatory decision-making

The value of collaborative *decision-making* in schools is widely acknowledged in the literature (Evans 1993:22). Democracy in the workplace in the sense of participation is seen as morally good because it is consistent with the broad democratic ideals and the values of the society. For teachers and parents this implies greater participation in collaborative decision-making processes and a shift from a traditional top-down approach. The flattening of the hierarchy leads to stakeholder participation as equal partners in school governance and management.

According to Harrison (1998:59), the recent waves of educational reforms have focused on changing the division of authority in education decision-making. Different forms of empowerment are being tried, namely, those that involve giving voice to teachers and those that involve participation of teachers and the community. Participatory decision-making may be viewed as an arena for the battle for control over jurisdiction between school principals and teachers.

1.2.5 Milieu

Schools operate in an environment characterised by increasing social and cultural diversity, constant calls for involvement, continued fiscal constraint and attention to social justice issues of access, gender and equity (Walker & Walker 1998:4). Given such a complex environment it is not suprising that recent research (Bauch & Goldring 1998:16, Bisschoff & Sayed 1999:314, Crump 1996:37, Dimmock 1999:457, Harrison 1998:59, Heystek & Louw 1999:2, Mashele & Grobler 1999:295, Sayed & Carrim 1997:93 & 95, Van Heerden 2000:274) into the principalship shows the contradiction, tension, dilemma and paradox that plague school leaders' lives.

1.3   THE RATIONALE BEHIND RESTRUCTURING SCHOOL GOVERNANCE

The 1990's have witnessed restructuring policies which challenge school principals to redesign the internal work organisation of the school, including both classroom activities and decision-making in the school as a whole. At the same time, new relationships need to be forged between the school and its external environment. These have had a dramatic impact, particularly in relation to:

- principals' relationships with parents, teachers, learners and the community;
- the funding, governance and management of schools;
- the curriculum.

In this period of change in the education system in South Africa, every member of society is faced with the task of unravelling the details and implications of these initiatives. With virtually every aspect of the education system under critical examination, the main thrust is *restructuring*. This is being applied to school governance, management, administration, curriculum, principals' leadership training programmes and the teaching profession itself. Following the recent developments in the South African Schools Act, the leadership role of the school principal has shifted to that of both a professional manager and governance agent (Sayed & Carrim 1997:95).

The issues of governance and participatory decision-making have become prominent during the last five years as a result of a series of policies designed to restructure school governance to suit the changes in the education system. Participatory decision-making is geared towards enhancing the participation of all stakeholders to ensure that consensus is reached at all levels (Tikly 1997:178). Traditionally, parents participated in the management councils of schools. In these councils parents were involved in activities such as fundraising and providing assistance in activities such as the selling of food at sport meetings, coaching various sports and social activities. Currently it is expected that parents, teachers and learners must be partners and stakeholders which indicates that they are part of the decision-making process and its implementation. Martins (1977, in Heystek & Louw 1999:21) postulates that

principals of South African schools desire parents to participate more actively in school affairs with the aim of improving the standard of education in our country.

Many of the old statutory governance structures, especially those in African schools, had little legitimacy in their communities and collapsed as functional structures long before the end of the apartheid era. They were beset by a fundamental and inherent potential tension, namely, they were acting as broad-based representative structures parallel and alternative to apartheid structures, simultaneously attempting to take over the functioning of schools at both the policy and day-to-day level (Sayed & Carrim 1997:91). However, they were unable to fulfil both functions, partly because their representativity was resisted. Hence, the schools often became sites of conflict and contestation as various role players attempted to assert their power and effective education collapsed. There were calls by educator unions, learner organisations and communities to restructure in ways which would place school governance in the hands of all stakeholders.

Calls for restructuring are further complicated by claims that transforming structures of school governance within themselves may not necessarily lead to improved outcomes. Changing structures in itself does not guarantee improved teaching and learning and may lead to little real change in schools (Walker & Walker 1998:16). School principals are faced with choices of how to implement the envisaged change. Do they maintain traditional structures which provide stability or do they implement new structures which have not been tested and may risk disruption for no guaranteed benefit? New kinds of networks, partnerships and linkages are essential catalysts for driving education management development and should constitute the foundation for the way we practise management. Achieving systemic change is a complex and costly endeavour and requires the collaboration of everyone in the education system in promoting change. If networks and partnerships are to be important vehicles for implementing the new governance structure, then the capacities of such partnerships will also need to be enhanced significantly (Republic of South Africa 1996a:70).

1.4   THE GENESIS OF THE SOUTH AFRICAN SCHOOLS ACT (SASA)

The South African Schools Act 1996 (No.84 of 1996), which came into effect on January 1996 ushered a new era for the South African Education system. The Act provides a uniform system the **organisation**, **governance and funding** of public schools, thus bringing to an end the past system (Republic of South Africa 1995:51).

The origins of the South African Schools Act can be traced back to the **Hunter Commission's** Report on the **Organisation, Funding and Financing Schools**, in August 1995. Its task was to recommend a national framework of school organisation, funding and ownership, and norms on school governance, which are likely to command the widest possible public support (Sayed & Carrim 1997:92). The report further proposed that parents, learners, educators, non-teaching staff and the principal (*ex-officio*) should serve on the governing bodies. The report also suggested that parents should make up the majority of members serving on the governing body. However, according to Sayed and Carrim (1997:92), this proposal is problematic in that it seems to militate against teacher and learner representation, the two key constituencies in schools that were instrumental in the struggle for democratic governance structures. They further argue that a parental majority on school governance bodies may have the potential of hindering equal participatory decision-making.

According to Potgieter et al. (1997:14), the school governing bodies (SGB's) are expected to deal with various issues, namely:

- key policy matters (inter alia language, determining contributory fees, religious observance, recommendations for employment for both the educators and service staff, code of conduct, the constitution) ;
- routine school administration (time-table, maintenance of physical assets) ;
- finance matters (financial accounting, raising revenue, purchasing, charging and collecting fees).

However, these powers and functions are subject to the existing legislation or provision and the limitations outlined in the document: **Proposed Alteration to the Rights, Powers and Functions of Public School Governing Bodies** (Republic of South Africa 1996c). The South African Schools Act (No. 84 of 1996) proposes that school governing bodies will be recognised as a juristic person. This implies that their powers and functions are guaranteed statutorily and that they may make decisions as a corporate body. The legalisation of the status of governing bodies has grave implications for their functioning. Firstly, it implies that such bodies can be sued and that they are legally responsible for the decisions they make based upon the functions and powers devolved. Whether governing bodies are ready to assume such responsibilities is unclear. Secondly, it is equally unclear whether governing bodies, as legal entities, are obligated to implement state policy even when they are in disagreement. In a number of instances the school governing body deals with matters relating to school governance. School governance, as regards the governing body's functions, means determining the policy and rules by which the school is to be organised and controlled. It includes ensuring that such rules and policies are carried out effectively in terms of the legislation. The general purpose of the governing body is to perform its functions efficiently in terms of the Schools Act on behalf of the school and for the benefit of the community. A governing body is therefore placed in a position of trust towards a school (Potgieter et al. 1997:23).

1.5   SCHOOL GOVERNANCE: A NEW PARADIGM FOR SCHOOL PRINCIPALS

According to Van der Westhuizen (1995:3), the leadership role of the school principal has undergone constant and gradual change and his or her present role is mainly managerial. This tendency is clearly discernible in the current documents **(Employment of Educators Act, No. 84 of 1998; the South African Schools Act, of 1996 and the Gauteng Department of Education: Guidelines for School Principals of 1998)**, which describe the principal's role as mainly that of a manager. The assumption that emerges from this brief is that principals are expected to become experts in all spheres of schools they are managing. They are in charge of the instructional, managerial and administrative domains of schools. They must also busy

themselves with school finances and must be prepared to create conditions for professional teaching and learning by sharing planning and decision-making responsibilities with staff and parents. Schools are institutions of collective entrepreneurship and they need to develop more democratic models of governance and involve educators in the planning (Thomas, Mulkeen & Cooper 1992:19).

Moreover, as school governance is transformed, there is a greater need for different kinds of approaches to be implemented to realise the process of restructuring. The changing leadership role of school principals hinges on the increased autonomy of and accountability towards parents, educators and learners. The South African Schools Act (No. 84 of 1996) emphasises the collaborative decision-making process that should reflect the participative principles of a democratic society. The pursuant thrust towards the principles of greater community participation and collaboration in decision-making has meant that some areas of authority and dimensions of power, have moved from the principal to the school governing body. For instance, responsibility with broad guidelines for such important areas as the selection of the principal and curriculum development has been devolved to the authority of school governing bodies. Essential discretionary power remains firmly entrenched in the hands of the provincial head of department (The Roles, Functions and Responsibilities of School Governing Bodies 2001:8).

Watkins (1991:26) argues that the philosophy behind participatory and collaborative decision-making expresses the belief that ordinary citizens of society have the capacity to govern themselves wisely. Participatory decision-making at the workplace levels implies a faith in the potential good sense and morality of the average citizen, who, when demands are made, can be both responsible and reflective of the decision they make. Consequently, the principle of participatory decision-making in the workplace setting may be interpreted as establishing the right of each individual to have a say in decisions that directly affect him or her. Through the practice of participatory decision-making, educators at the workplace gain the confidence, knowledge and perspectives that enable them to be effective. The more they engage in the participatory forms of governance, the more imbued they become. They

contribute and improve their level of performance. Furthermore, participation in decision-making at the organisational level impacts on quality assurance and confidence in people that is manifested in participation at the management level. Through this process, the individual and the institution may all benefit.

Parents consider their children's education important. They want to be kept informed of their children's progress in school and to be involved in their children's education. According to Dekker and Lemmer (1995:154), various research findings regarding participatory decision-making consistently indicate: improved learner achievement, improved attendance and behaviour and increased community support for schools, including human, financial and physical resources. Participatory decision-making also brings about a wide variety of activities that range from occasional attendance at school functions to intensive efforts to help parents become better educators of their own children.

Parent involvement can improve motivation and performance if educators and parents participate in decision-making. They will become more involved and work harder both in the implementation of the decisions for school effectiveness. Tactically, school principals may effectively use school participation to control dissension. From this viewpoint, it would be discerned that increased participation may be a means to reduce any dissenting views and minimise their effectiveness. By being integrated into the decision-making process, educators in particular are less likely to act against any decision for which they are responsible.

1.6   PARTNERSHIPS AND COMMUNICATION

In order to cultivate the terrain within which the networks and partnerships can flourish, transparency and better communication are essential. Individual school principals can only perform well if the governance structure within which they are working is functioning effectively (Republic of South Africa 1996a:67). This requires that great care be taken to ensure that organisational structures are not dysfunctional, that they are appropriately designed and configured, and that the levels of hierarchy are appropriate to

the task at hand. Regular reviews of management structures are important to ensure that the structures remain appropriate and enable school principals to perform optimally in achieving the schools' mission and vision. At the school effective management means the ability to plan, deliver and monitor high quality educational goals. These organisational goals can only be achieved if there are effective management and governance systems in place.

In the governance of the school, the emphasis towards a participatory form of administration means a move away from the traditional autocratic managerial approach that was formerly in place in the management of schools. The change in the way schools are being run means that many school principals who in an almost autocratic type of management, have had to readjust their managerial style in a major way. The emphasis on the participatory decision-making is clearly articulated in the South African Schools Act. In the South African Schools Act (Republic of South Africa 1996d:6) it is clearly stipulated that the school principal should have the ability to respect and facilitate the participatory decision-making process, involve, interact and communicate effectively with the school community. In this, the school principal performs a dual role. The principal is firstly part of the hierarchy descending from the provincial Member of the Executive Council (MEC) through to the chief executive officer (head of department) to the principal. But at the same time, the school principal is the servant of the local community through the elected school governing body. Any matter undertaken in either role is expected to be done within the participatory managerial framework.

School governance also contributes to the quality of teaching and learning. Shifting from the traditional hierarchical bureaucracies to participatory governance and decision-making is a major thrust in school restructuring with two distinct mandates. The first emphasises the shift of authority from the district, regional, provincial and national offices to the individual school. The second emphasises changes in decision-making roles of educators, parents, principals and learners within a school (Newmann 1996:245). Those who advocate for participatory governance assume that it will enhance individual and organisational performance, professional expertise to improve school effectiveness, and lead to more

innovative and vital school environments. Although restructuring school governance will not automatically alter the quality of instruction, it can, however, be a facilitative condition.

1.7   PROBLEM STATEMENT

The changing leadership role of the school principal in South African schools is profound and daunting. To express the contrast, prior to 1996, the school principal was mainly working in a highly centralised system with a stable and centrally determined support system. Society was relatively homogenous and parents were largely excluded from decision-making processes (Heystek & Louw 1999:21). However, the recent education legislation, like the South African Schools Act (Republic of South Africa 1996d:14), requires that school education must be transformed (changed for the better) and democratised in accordance with the values embedded in the new Constitution. The democratisation of education includes the idea that stakeholders such as parents, educators, learners and other people (such as members of the community) must participate in the activities of the school. The governing body makes decisions on behalf of the school and sees to it that the school is administered properly. Through representation on the governing body all the stakeholders can share in the decisions of that body. The members of the governing body are also accountable to these stakeholders. In other words, they must report back to them on what they have done to serve the best interests of the learners of the school.

Therefore, the research problem is: how does the school principal adjust to manage the democratic organisational change and operate effectively disregarding the educational traditions we have inherited which were characterised by cohesive structural components?

1.8   AIMS OF THE RESEARCH

While school *democracy*, *participation* and *collaboration* can be seen as providing the school community with an effective voice in the governance however, there are, many analyses of school governance reforms which view democratic participation as an arena for

the battle for control over jurisdiction between school principals and the other stakeholders (Harrison 1998:60). The school principals' concerns are maintaining the schools' reputation for responsiveness, consistency, expertise and efficiency. They attempt to create certainty and enhance predictability through formal mechanisms such as specifying rules and written procedures.

The change process facing school principals is mainly influenced by the political and educational factors of the new political dispensation. The general aim of this study is to investigate the initiatives taken and strategies used by school principals to readjust and create an open, effective school governance structure. In order to achieve the general aims the following serve as specific aims, namely to:

- investigate the role played by the school principal in the participatory decision-making milieu;
- establish if any support systems were offered to principals by educational authorities to help them cope with change;
- suggest coping strategies and guidelines for an effective school governance structure.

1.9   MOTIVATION OF THE STUDY

Since the 1994 national elections, the role and task of a school principal has changed. The National Department of Education has created new policies and laws to redefine the roles of leading, managing and governing schools.

A major change in the South African education arena over recent years is the management of schools. Communities have a greater role in the running of the schools than they had in the past. This has given schools much more freedom in managing their affairs, and opened the door to collaborative ways of managing. At the same time it has posed considerable challenges for principals and members of governing bodies for whom much of the work of school governance is new. Furthermore, Jackson (1994, in Bisschoff & Sayed 1999:311) quotes a report which states that "the objective of delegating management to local

school authorities is to empower schools to use their closer knowledge of learners and their communities in determining how resources could be used to the greatest effect". A further aim is to improve efficiency by enabling schools, through their day-to-day management and governance, to use resources efficiently. School governance is also intended to strengthen accountability by focusing responsibility for the management of resources more sharply on schools themselves (Republic of South Africa 1995:16). Participation by various partners in education is entrenched in the South African Schools Act (Potgieter et al. 1997:8&9, Republic of South Africa 1996d:15-17, Section 20,21).

1.10   RESEARCH METHODS AND DESIGN

1.10.1   Literature review

The review of the literature will provide the theoretical background in which key conceptual issues are dealt with to gain insight into contemporary issues within South African schools.

1.10.2 Instrumentation

Two instruments namely, questionnaires and a participation grid will be designed to measure the school principals' perspectives, initiatives and strategies, support systems put in place by the educational authorities and level of participation of all stakeholders.

1.10.2.1 Questionnaire

A structured questionnaire consisting of biographical data, coping and adaptive strategies will be constructed using the literature study as foundation, for the formulation of approximately twenty questions. The questions will be operationalised using a five-point scale and a free response section will be included at the end of each question for general comments.

1.10.2.2 Participation grid

A participation grid will be designed in order to determine in which issues of school management and governance do all the stakeholders participate.

1.10.2.3 The sample

A random sample of five schools will be selected from the Ekurhuleni East District (D5) in the Gauteng Province, using the strata level of schooling (primary and secondary). These strata will be used in order to ensure precision in the representativeness of the population from which the results of the research will be generalised. Background characteristics such as the highest academic qualification earned, years of work experience, years of leadership in the present school and gender will be obtained through the biographical data column of the questionnaire. An analysis will be made for Part A of the questionnaire relating to biographical data.

1.10.2.4 Validity and reliability

Content validity will depend on the extent to which an empirical measurement reflects a specific domain of content. The content of the structured questionnaire will be based on the literature study and the questionnaire will first be given to the supervisor and two other principals who will participate in the pilot investigation. As a result of the feedback received, the necessary adjustments will be effected to the questionnaire.

1.10.2.5 Statistical analysis of data and discussion

Respondents will be asked in Part B of the questionnaire, to indicate the degree of efficiency (or inefficiency) that participatory decision-making contributes to effective school

governance. Responses on the questionnaires and a participation grid will be analysed and interpreted statistically for the level of significance.

1.11   PLAN OF THE STUDY

- Chapter one contains an introduction and orientation to the research. This includes the clarification of concepts, the problem statement, the aims of the research a description of the methodology of the research and the conclusion.
- Chapter two will focus on the review of the literature in which key conceptual issues will be dealt with to gain insight into the past and contemporary situation in South African schools as far as school governance is concerned.
- Chapter three deals with the research design and the planned research is described.
- In the fourth chapter, data collected will be analysed and interpreted.
- Chapter five is a concluding chapter. It comprises the conclusions and recommendations of the study.

1.12   CONCLUSION

In this chapter, the orientation of the research project is given, the problem statement stated and the aims of the research are formulated. The research focus is on school governance: a new paradigm for the school principals in the Ekurhuleni East District (D5) of the Gauteng Department of Education. The chapter concludes with the discussion of the research methodology and the clarification of concepts. The next chapter will focus on the literature review in which key conceptual issues of this research will be dealt with to give an exposition of the past and contemporary issues in South African schools pertaining to school governance.

CHAPTER TWO

PAST AND CONTEMPORARY ISSUES PERTAINING TO SCHOOL GOVERNANCE

2.1 INTRODUCTION

This chapter gives an overview of the leadership role of the school principal as a result of the implementation of the South African Schools Act (Republic of South Africa Act No.84, 1996 Government Gazette, vol. 377 No. 17579) in all public schools.

South Africa has a long history of apartheid and other forms of unfair discrimination in education. In the past, there were different and unequal schools and education departments based on ethnicity, race and colour. Our new democratic constitution and the South African Schools Act, which is based on it, are intended to remove any unfair discrimination in education. Bauch and Goldring (1998:16) view school restructuring as a redefinition of roles and relationships and a redistribution of power. The task of restructuring in schools has been given to the principals and governing bodies. If they do not work within the Act, then the envisaged restructuring will not become a reality.

The restructuring of the school governance structure in a democratic South Africa has created a new working environment for school principals. Studies that examine the principals' role in school governance emphasise the transitions that school principals make and the types of leadership they provide in these settings (Ortiz & Ogawa 2000:488). With the delegation of decision-making authority to the school governing body and the involvement of teachers and parents, principals sometimes struggle to redefine their managerial roles. They have to resist the temptation to revert back to the old roles and rather implement new policies; confront challenges; develop working relations with stakeholders and even face new challenges from the educators who have assumed new decision-making responsibilities (King 1990, in Ortiz & Ogawa 2000:488).

In early 1995 a committee, chaired by Professor Peter Hunter was appointed by the then Minister of Education, Professor SME Bengu, to examine issues around school governance, organisation and funding. The committee's recommendations were released in August the same year and these recommendations were incorporated into the Department of Education White Paper 2 entitled the *Organisation, Governance and Funding of Schools* (Government Gazettee, Vol. 368 No. 16987 Feb. 1996). Finally, this became the South African Schools Act. The Schools Act accepts that education is a partnership between the state and parents, educators, non-teaching staff, learners and the community at large. It calls for the formation of school governing bodies which will be representative of all the constituencies. However, parents have an absolute majority on the governing bodies. Learners are represented only at secondary school level. Governing bodies can set policies and charge fees, which can supplement government funding if the majority of parents in the school agree (Republic of South Africa 1996c:14 & 15).

School governance restructuring embodied in the South African Schools Act began in the mid-1990s when a report presented by the Review Committee on the Organisation, Governance and Funding of Schools revealed that the inherited models of school governing councils were a product of apartheid and its philosophy (Republic of South Africa 1995:25). In an effort to transform, the alternative structural conditions, such as an increased parental, educator and learner participation held more promise for success. The focus and content of these changes have varied over time and among different parts of the education system. Yet they are all driven by a clear underlying rationale: *to transform society*. Since then, major changes have taken place in the areas of school governance. In education, as in other sectors, a comprehensive array of education policies and legislation has been enacted to ensure that education meets the political, social and economic challenges of the present time (Ndlovu 2000:49). This is substantiated by Nekwhevha (2000:23) when he states that the demise of apartheid has witnessed a series of attempts to reconstruct societal institutions along democratic values.

2.2   SOCIAL CHANGE : IMPLICATIONS FOR EDUCATION

Restructuring education in South Africa, as elsewhere, is an outcome of the interplay of forces which are evident more broadly in society (Gultig 2000:64). Apart from gaining an understanding of the scope of the change and its underlying rationale, there are a number of implications for school principals. These include interacting with different stakeholders in education, the development of a capacity to set goals, establish relationships and build frameworks for accountability. These capacities were not well developed in the past (Heystek & Louw 1999:27). School principals in the modern era are expected to perform a range of roles within the democratic structure which is, in many respects highly appropriate. Leadership in a climate of continued change demands a large measure of focused flexibility (Steyn 2000b:46). Kapp (2000:286) maintains that school principals require a high-level capacity for strategic planning to see the large picture and, on an ongoing basis, set and reset priorities in a simple strategic plan which provides the framework for the annual operational plan. Van der Westhuizen (1995:1) points out that during the last few decades the role of the school principal has undergone a radical change. The changes in the role of the school principal in South Africa are profound. Expressing the contrast, Cawood (1940, in Van der Westhuizen 1995:1) revealed that school principals spent forty percent of their time teaching, whereas three decades later school principals only spent twenty seven percent of their time in the classroom. The shift came as a result of the increasing demands of the school as an organisation.

South African schools operate in an environment characterised by increasing social and cultural diversity, constant calls for involvement, consultation and attention to social justice, issues of access, gender and equity (Walker & Walker 1998:9). The basic premise is that school principals are caught in the simultaneous movement towards conformity on the one hand, diversity and change, on the other, and that these tensions are increasingly manifested as an inescapable part of the operations of the principal. Walker and Walker (1998:9) suggest that school principals can confront these tensions through challenging the boundaries of conformity and sameness by learning from the changes introduced in the

schools. Restructuring generates increased expectations for school principals, while at the same time demanding more work of sustenance. Many school principals experience difficulty in readjusting their former priorities, values and institutional practices to accommodate the new set of expectations (Dimmock 1999:441).

In South Africa education is a state responsibility and for more than a hundred years until the mid-1990s, public education of primary and secondary schools was administered in each province through highly centralised government departments (Republic of South Africa 1995:15). School governance was determined centrally with tight control exercised through an inspectorial system. Most funds for education came from the provincial department's budget with centralised allocation of resources which provided little money for discretionary use by the schools other than that raised through voluntary contributions from parents and the local community. There have been dramatic changes to this pattern of governance since the mid-1990s. Decentralisation was introduced by the legislation which includes the South African Schools Act (Republic of South Africa 1996d).

2.3   THE GENESIS OF PARTICIPATORY SCHOOL GOVERNANCE

The huge disparities among South African schools require a new structure of school organisation and system of governance which will be workable as well as transformative (Republic of South Africa 1996c:10). Both the organisational structure and governance must be adequately uniform and coherent, but flexible enough to take into account the wide range of school contexts, the significant contrasts in the material conditions of South African schools, the availability or absence of management skills and parents' experience or inexperience in school governance.

The principle of representation and participation in school governance structures by educators, parents and learners had been noticeably lacking in public schools prior to 1994 (Mashele & Grobler 1999:295). According to the report presented by the Review Committee on the Organisation, Governance and Funding of Schools (Republic of South Africa 1995:23),

Parent-Teacher-Student Associations (PTSAs) were established at many schools, especially schools for Africans and some schools for Coloureds and Indians. However, they were faced with great difficulties in functioning for a number of reasons, including hostility from the authorities, lack of clarity on their role, and inadequate skills and knowledge to fulfil their functions competently. Nonetheless, PTSAs continued to exist and played an important role, particularly in crisis management and conflict resolution in the schools during the past decades.

From the mid-1980s, a structure largely associated with the National Education Co-ordinating Committee (NECC), developed in a number of schools. This alternative school governance structure known as Parent-Teacher-Student Associations operated largely within the township schools. These were seen from the beginning as part of a campaign to develop a new and democratic system of school governance which would empower all participants in the education process and provide an institutional framework in which all could participate in overcoming the educational crisis. It was based on a recognition that the crisis could not be adequately addressed without the participation of all affected parties. In addition, the establishment was seen as an integral part of the liberation movement aimed at establishing a democratic system in South Africa (Republic of South Africa 1995:23). Under the old system, the major stakeholders were not all involved in the governance of schools. In all the statutory governance structures, educators and learners as well as, in most cases, members of the broader community were not involved in the governing bodies. Student Representative Councils (SRCs) had been established at many schools without the approval of the school management and were not recognised as official organs of school governance. This was not the case at all schools and there were schools where SRCs existed with the recognition and approval of the school management.

Governance structures such as Parent-Teacher-Student Associations were increasingly established with the encouragement of provincial education authorities in some provinces, for example, Gauteng, Mpumalanga and Northern (Limpopo) Province (Republic of South Africa 1995:27). Many of the statutory governing bodies especially those in township schools

had little legitimacy in their communities because of the lack of transparency and collapsed as functioning structures before the end of apartheid. Alternative governance structures had difficulty operating effectively because of a lack of a shared understanding of their role and purpose, the lack of skills necessary for their proper functioning and at times conflicts with the school management teams. This resulted because of the lack of common legislation or a set of regulations to guide the functioning of governance structures across the former departments. Most of the relinquishing departments had little or no capacity building programmes for those in governance structures or even for school principals (Republic of South Africa 1995:27).

Most of the state schools for white learners had governing bodies elected by the parents and included the school principal as an *ex officio* member. These governing bodies exercised extensive and wide-ranging powers on behalf of the school. The introduction of the Model C school (state schools for whites which were best resourced and staffed) system appeared to have increased parental participation in the affairs of the schools. In some cases, the creative developmental and planning energies of school communities were unleashed and substantial additional funds were mobilised for use by the schools. However, according the Review Report on the Organisation, Governance and Funding of Schools (Republic of South Africa 1995:25), the sponsoring bodies often dominated other stakeholders and that resulted in tensions between staff, parents and learners.

With the changes in the South African political terrain in the 1990s, the role and focus of PTSAs became subjected to intense policy debate (Sayed & Carrim 1997:92). The national elections in April 1994 marked a significant shift in policy development. The South African Schools Bill directly addressed school governance and later became the South African Schools Act. After being appointed Minister of Education, Professor SME Bengu stressed that "education should be given back to the communities", thereby acknowledging the importance of other stakeholders in education. In this regard, communities included a variety of role players, such as educator bodies, learners, parents, business and industry and the broader community in which the school is situated. Obviously, the state in the form of

various provincial departments of education is also an important stakeholder. In practice this means that important bonds need to exist between the school principal and all the different stakeholders. Therefore, the school principal should develop better relations with these groups by among other factors, developing better skills in listening, communication and facilitation (Dooms 1997:6).

2.4 THE FRAMEWORK FOR ESTABLISHING AN INCLUSIVE SCHOOL GOVERNANCE MODEL

2.4.1 Hierarchical structure of the school

The school has all the characteristics of an organisation (Teleki 1995:10). At a school professional educators are grouped together in an ordered hierarchical structure to pursue a common goal, namely educative teaching. Each person on each level of the hierarchical structure has a specific role to play. A learner for instance, cannot act in the capacity of an educator nor that of a principal and vice versa. Should one member encroach on the authority of another, there will be dysfunctionality. The term authority in this regard does not refer to authoritarianism but means power that has been vested in someone who manages an organisation. The principal is at the top of the hierarchical structure of the school. He or she jointly takes decisions with all people who are part of the hierarchical structure of the school. A principal sees to it that the decisions which have been taken are implemented. He or she is accountable, responsible and answerable for everything that happens at the school (Hoberg 1993 : 66).

2.4.2 New roles for parents and principals

Taken together, new roles for principals and parents suggest that power should be balanced in school decision-making under the new governance structure. According to Bauch and Goldring (1998:16) school restructuring efforts put into place mechanisms to change the traditional relationship between parents and educators. The roles of parents are beginning to expand into new arenas while simultaneously the roles of principals are also changing. Some

of the new roles for parents include that of a customer of educational services. In addition, parents are assuming new roles in school governance as they are empowered to participate in decision-making bodies. Hoberg (1993:67) sees the role of the principal as that of a pacifier between educators, learners and parents. She argues strongly in favour of the importance of sustaining healthy public relations. In fact by acting as a boundary spanning agent and by bridging the gap between the organisation, learners, educators and parents, the interdependence which exists among them is placed on a positive, secure footing.

According to Hoberg (1994:45), active parent involvement is essential in running a successful school. Effective school principals realise the importance of community power structures and maintain positive relations with parents. Certainly the ideal is that the parent community would actively participate and be drawn into school activities not only in terms of auxillary services, but also in the areas of planning and financing. Niemann (1995:388) concludes that an important management role of the principal is to activate parents to a partnership with the school and to ensure reciprocal communication between the school and the home. The school principal should provide the mechanism for feeding information from the school to the community. In short, participation in school activities is of strategic importance to the overall wellbeing of the school (Hoberg 1994:45).

2.4.3   A participatory school governance structure

According to Sayed and Carrim (1997:91), the demand for democracy and participation in South African education has a long history stretching from the flight of the first slaves from their colonial masters in the early 17th century to the intense and bitter student protests of the 1980s. These demands concretely manifested themselves in the 1980s in the growth and development of Parent-Teacher-Student Associations (PTSAs). At one level PTSAs reflected the belief in community participation. They were seen as community structures, which gave political voice to the disenfrachised. As structures contesting at that time, PTSAs operated parallel to state structures such as school Governing Councils. South Africa has decentralised educational decision-making powers to the individual institution level, where the institutions

through their schools' governing bodies take responsibility for certain educational decisions. Under the South African Schools Act, the school governing bodies in each public school, assume joint responsibility with the provincial education authorities for the provision and control of education. The Act also ensures that communities become responsible for the growth and development of schools in terms of staff, learners, learning materials, finances and buildings.

In order to overcome the problems that beset the school governance structures prior to 1994 and align education with different legislation, the South African Schools Act was promulgated. The South African Schools Act (SASA), (No. 84 of 1996, Republic of South Africa) is the juridical culmination of a long process of establishing democratic practice in schools (Beckmann & Blom, 2000:1). As a statutory body, the school governing bodies ensure the participation of parents, educators, other staff members, the principal, learners and co-opted members in the governance of public schools in South Africa (SASA, section 23(1) and (2)). According to this Act, the governance of every public school is vested in its governing body (Section 16 (1)) and the principal of the school has formal legal authority in terms of the management of the school (Section 16 (3)). The Act implies that both the governing bodies and the principal are legally required to perform certain roles for which they are accountable. However, while the participation of elected educators and learners in the governing bodies represents an advance in terms of the governance of schools in contrast to the governing councils that were established in terms of the Education Affairs Act (House of Assembly), (No. 70 of 1988,) (Republic of South Africa) there remains within this governance model a hierarchical structure of authority. In other words decision-making practices still adhere to formal lines of authority with the principal largely retaining final authority over management decisions (Beckmann & Blom, 2000:1).

The Schools Act expanded and consolidated the concept of wide participation by the community. It replaced the erstwhile Parent-Teacher-Student-Association. The school governing bodies have specific powers delegated to them, while in other functions they are only allowed an advisory role. In the Gauteng Provincial Education Department, the 1996 Act

was supplemented by the Gauteng Schools Act (1999) which allowed schools to apply for the Section 21 of the South African Schools Act. Whilst governing bodies have nineteen powers and functions, the provincial member of the Executive Council may either add more, or improve limitation on some, determined by, inter alia, capacity or unsatisfactory performance (Republic of South Africa, 1996d: 13-15). According to Section 21 of the South African Schools Act, school governing bodies may apply to the Chief Executive Officer (Head of Department) to be allocated the following functions:

FUNCTION I

To maintain and effect improvements to the schools and where applicable, to hostels.

FUNCTION II

To purchase or procure textbooks, equipment and other educational resources.

FUNCTION III

To pay for all services for the upkeep and occupancy of the buildings. This includes rental, leases and contracts for security.

FUNCTION IV

The determination of the extra curriculum of the school and learning programme options.

FUNCTION V

Other functions consistent with the South African Schools Act and any applicable provincial law.

However, the Act only mandates administrative decentralisation to the school for decisions regarding educational management and governance and for a limited number of curricula decisions. The Act also recommends shared decision-making as an educational innovation in conjunction with the delegation of the five functions provided by Section 21. Formal decentralisation of decision-making about the curriculum is mainly implemented when choosing the phase organisers (Republic of South Africa 1996d:16).

2.4.4 School governance and professional management

Hoberg (1993:65) asserts that the school principal occupies a unique leadership position and exercises influence in the strategic, tactical, operational and instructional matters in the school. What is achieved in the school in terms of the quality of education, will invariably depend on the critical leadership role of the principal and his or her ability to foster organisational commitment among the staff, learners and parents. The division of power in the school governing body between the staff component and the parent component must vary in different areas of decision-making. Curriculum planning and implementation must rest primarily with the professionals who have the role of designing a curriculum to meet the needs of the community. By the community is presumably meant the population of the school's intake area. Using the word community and giving educators the role of analysing that community's needs involve predetermining the main lines along which thinking would proceed.

Governance and management are interwoven elements in a process that is aimed at enabling schools to provide effective and efficient education (Mashele & Grobler 1999:296). Such provisions require clear policies and the generation, distribution and utilisation of resources in an accountable, equitable and effective manner. According to Potgieter et al. (1997:11), the Schools Act makes provision for both governance and professional management of public schools. School governance, as regards the governing body's functions, means determining the policy and rules by which a school is to be organised and controlled. It also includes ensuring that such rules and policies are carried out effectively in terms of the law and budget of the school. On the other hand professional management refers to the day-to-day administration and organisation of teaching and learning at the school and the performance of the departmental responsibilities prescribed by law. It includes the organisation of all the activities which support teaching and learning.

These spheres overlap and permit considerable diversity in governance and management roles, depending on the circumstances of each school (Republic of South Africa

1996d: 16). The information required by the governing body of the school is intended to ensure the effective and efficient running of the school. The functions of the School Governing Body are described in detail in chapter 3 (Republic of South Africa 1996d:14-24) of the South African Schools Act and center around six essential policies. The second may be termed management records, as they are the administrative records utilised by the School Management Team (SMT) to ensure effective functioning of the schools' core activities, and comprise records of learners, staff and resources of the schools. The School Management Team requires information to ensure that effective learning and teaching takes place.

The success of the governing body depends largely on collaboration and teamwork among educators, parents and learners. Collaborative decision-making in education systems is frequently characterised by conflict and disagreement, given the differing perspectives of and opinions among participants and differing interests in the status quo (Henkin, Cistone & Dee 2000:142). School principals, charged with the facilitative roles in the school governance structure are challenged to address resulting conflicts in ways that yield functional synergies and constructive outcomes which enable schools to respond to community needs. Appropriately managed conflict may serve as an important organisational utility when it is constructively regulated. Henkin et al. (2000: 143) further argue that conflict management skills and strategies are important elements in the conflict regulating equation.

The implementation of the South African Schools Act (No.84 of 1996) has increased the involvement of multiple constituencies in the governance of schools. Engaging parents and educators in the decision-making process requires principals to articulate a common vision and to foster consensus among these groups (Madsen & Hipp 1999:270). Parent and educator participation in school decision-making has become a dominant theme in the current debate over school restructuring. Public attention is shifting from a focus on academic content and higher standards for learners and educators to initiatives that also address the fundamental social relationship that defines the nature of schooling. These initiatives include school-based management, educator participation in school decision-making, parental choice and the establishment of local governing bodies. Under these initiatives, educators, and in some cases

parents, have opportunities to become empowered as they participate in governing bodies. The underlying assumption of restructuring as a reform strategy is that changing the roles of parents and educators will lead to a partnership that can enhance schooling for all children (Bauch & Goldring 1998:16).

2.4.5 The difference between professional management and governance

The table below illustrates some differences between professional management and governance. It sets out some of the responsibilities of the principal who must see to the professional management of the school, and the governing body that has the duty of governance.

Table 1 : Differences between professional management and governance

PRINCIPAL	GOVERNING BODY
Professional Management (under the authority of the HOD)	Governance
• Performs and carries out professional (management) functions. • Does the day-to-day administration and organisation of teaching and learning at the school. • Performs the departmental responsibilities prescribed by law. • Organises all the activities which support teaching and learning. • Manages personnel and finances. • Decides on the intra-mural curriculum, that is, all the activities to assist with teaching and learning during school hours.	• Promotes the best interest of the school. • Ensures the development of the school by providing quality (high standard) education for all learners at the school. • Adopts (accepts) a constitution and code of conduct. • Develops the mission statement of the school, which refers to what the school wants to achieve. • Supports the principal, educators and other staff in carrying out their professional functions. • Decides on school times, taking into

• Decides on textbooks, educational materials and equipment to be bought.	account the employment provisions of staff members. • Controls and maintain school property, buildings and grounds. • Encourages parents, learners, educators and other staff to render work willingly for the school. • Recommends and advises the HOD on the appointment of educators and non-educator staff. • Decides on the extra-mural curriculum, that is after school hours. • Decides on choice of subjects according to the provincial curriculum policy. • Buys textbooks, educational materials or equipment for the school. • Adds to the funds supplied by the State to improve the quality of education in the school. • Starts and improves the quality of education in the school. • Starts and administers a school fund. • Opens and maintains a bank account for the school. • Prepares an annual budget, that is plans the school finances for the next year. • Ensures that school fees (school funds to be paid by the parents of learners) are collected according to decisions made by stakeholders.

| | • Keeps the financial records of the school. |
| | • Meets with or consults parents, learners and educators where required by the School Act. |

Source : Adapted from Potgieter et al. (1997:14)

2.4.6   The place of the governing body within the education system

The following diagram shows where the governing body fits into the structure of school management and governance. Thereafter the duties of the different role players shown in the diagram will be explained briefly.

Diagram 1 : School governance structure

Source : Adapted from Potgieter et al. (1997:15)

The above diagram shows that:

- The governing body is part of the governance of the school under the authority of the national and provincial structures, namely the Minister of Education, the member of the Executive Council and the Head of Department.

- The governing body is responsible for the making of policy or the laying down of broad guidelines for planning and decision-making at schools.

- All stakeholders are represented as elected members of the governing body.

2.4.7   Shared decision-making

Traditionally it was assumed that only top managers had the competence to make decisions and that staff were hired to do what managers told them to do (Steyn 2000:267). More recent conceptions of education leadership demonstrate a move away from the authoritarian models of decision-making towards more collegial views on role relations between school principals and staff. The control of the principal is giving way to a situation where staff members are capable of making meaningful decisions in schools. Principals have to restructure schools as organisations that are more participative. In reality, shared decision-making can offer hope of meeting the needs of a changing educational community. However, shared decision-making must be viewed mainly as a resource for restructuring. This valuable resource cannot be expected to solve all problems within the education system. Shared decision-making is like sorting out a piece of a larger puzzle that may lead to the desired outcomes as espoused by the South African Schools Act (Republic of South Africa 1996d:16).

According to Bauch and Goldring (1988), school governance is another mechanism whereby role relationships in schools are changing. They define shared decision-making as a process in which some formal authority to make decisions in the domain of budget, personnel, and programme is delegated to and often distributed among school governance members. The school governance structure composed of principals, educators, parents and at

times learners and community members is created so that governance participants can be involved in shared decision-making (Bauch & Goldring 1998:17).

Similarly, Lange (1993:100) defines school governance as a decentralised form of organisation in which power and the decisions are made by the principal and governing body members and shared with those who are closest to the learners. Participation opens up the possibility for collective action, for different groups to interrelate, to talk together in different voices, addressing the differences that make them outsiders and insiders with respect to each other (Waghid & Schreuder 2000:88). This view is collaborated by Beckmann and Blom (2000:2) for whom solidarity and common interest comes into being only through participatory organisational practices. Participation is a form of social action that allows individuals and groups to express their differences and at the same time creates the opportunity to exchange new ideas.

According to Hoberg (1993:67), high levels of organisational commitment are found in schools where the staff have co-ownership because they are allowed to participate in decision-making. The goals of the organisation and those of the individual become increasingly integrated or congruent. She further argues that the advantages of participatory decision-making by far outweigh the disadvantages. The positive effects of participatory decision-making are most evident in the areas of educator attitudes to their professional work and commitment to the organisation. Educators who are allowed to participate in the decision-making process in terms of important matters reflect a high level of organisational commitment not only in the community, but also in their day-to-day work situation. However, schools are complex social organisations that are influenced by community members and groups, charitable organisations, business, labour, religion and even political groups of every persuasion. In addition, school teachers are influenced by fluctuating personal and professional concerns (Hoberg 1993:68).

2.5   EDUCATOR INVOLVEMENT AND EMPOWERMENT

According to Blase and Blase (1999:494), the proposal that educators take an active role in the governance of schools and that principals work with them as equals dates back to 1916, with John Dewey's epoch-making publication, *Democracy and Education.* This idea is founded in the notion of empowering others to increase their capacity and commitment to do their best. However, a major barrier to shared governance is that it requires sufficient time for collaborative decision-making, that is, time to consult with all participants and to fulfill ones' responsibilities as principal, that is, the smooth running of the school. School principals have to establish trust, focus on learners' needs, facilitate communication among all constituents, and convey expectations and limitations. An innovative school organisational structure may promote educator participation in decision-making, but it does not guarantee educators a meaningful role in such decision making.

Bauch and Goldring (1998:18) argue that when adopting new roles of decision-making, various definitions of educator empowerment are possible. They distinguish between two critical dimensions of power in decision making: authority and influence. Authority deals with the ability of an organisational member to make decisions for others. *Influence* is a more limited form of decision-making in which members have the capacity to shape decisions through informal means. Equally important, are the opportunities the school leadership may provide for educators to influence decisions, yet educators may choose not to exercise that influence. In organisational models that deliberately structure opportunities for educator empowerment through school-wide decision-making, educators are often given significant access to power.

Conley et al. (1988, in Steyn 1998:131) state that the central challenge in education is to allow educators to assume greater responsibility in managing schools. However, this is in contrast to what Romanish (1991, in Steyn 1998:131) says : the power to decide should not be confused with the permission to advise. Shared decision-making emphasises a fresh conception of the principal's role in school management. The principal's role is based on a

form of power that is consensual and facilitative by nature and which is manifested through other people and not over other people. Steyn (1998:131) states that if restructuring has to succeed in South African schools, educators must be at liberty to make informed decisions and share power equally in schools. This, however, requires suitable training for principals and educators who are in touch with the work and who know what they are doing. She further states that educators are one of the best resources for change because they understand the systemic problems in public education. Her statement suggests that their involvement in the decision-making process might enhance desired school restructuring. Essentially, educators need to be empowered in order to make decisions in schools. This clearly links up with the philosophy of John Dewey (1916, in Blase & Blase 1999:494) who advocated the empowerment of educators and the enlargement of their participation in school decision-making.

Wall and Rinehart (1998:49) state that classroom educators are one of the best resources for change because they understand the systemic problems in public education. The statement suggests that the educator's involvement in the decision-making process might enhance desired organisational changes. Organisational commitment is defined as an individual's identification with and involvement in a particular organisation. Individuals within this context are committed to core values, and they work collaboratively and collegially with others who share the same beliefs. Moreover, the interaction between the individual and the organisation creates a commitment among its members only if there are shared norms, values and beliefs (Madsen & Hipp 1999:260). Stakeholder commitment is critical to organisational effectiveness, where educators are willing to exert extra effort and transcend individual interests. Educators who are committed to the organisation's mission become involved in the school and exercise great care about learners and their learning, respond to parents, and feel part of the decision-making process. Commitment serves to motivate educators to develop as professionals and cope with the demands involved in meeting learners' needs.

Educator involvement in both the strategic and the operational decisions is essential for empowering educators. Both types of involvement are necessary in creating a strong commitment to the needs of learners. Involvement in decision-making also promotes a sense of responsiveness to the asprirations parents have for their children. Therefore, educators who are in a position to identify problems and provide suggestions on operational needs are more committed to the organisation. Involvement in strategic decision-making also provides feedback in securing sound organisational practice. Participation and commitment are linked together on many dimensions. Educators feel that their ability to provide successful learning experiences for their learners should allow them the opportunity to participate in the school's policy-making process. Active participation enhances the educators' views of the institution's practices as fair and worthy of trust. To prepare educators to make decisions about their teaching, the school should provide them with the necessary resources. Giving educators more input into the decision-making process improves their professionalism (Madsen & Hipp 1999:261).

2.6   DECENTRALISATION OF POWER

Considering the nature of school governance, the principal should empower participants by focusing less on discretion and freedom and more on commitment, obligations and duties that people share. Leadership in a democratic setting is characterised by visioning and goal setting, building a trusting environment, stimulating risk taking and innovation, and participatory decision-making. The school principal's ability to empower educators in a decentralised school is achieved through providing support, utilising resources and encouraging educators to be accountable. Principals should provide support and distribute the responsibility throughout the school. They must also establish vision, get people aligned and create consensus on school goals, lead in a consultative manner and be responsible for achieving goals (Madsen & Hipp 1999:260).

Restructuring has led to a transformation in the nature as well as the style of leadership thought appropriate for school leaders. According to Dimmock (1999:450), there

has been a dramatic shift in expectations that leaders will change from the autocratic style of leadership to a collaborative and participative (democratic) style. The expectation that many areas of school life will be characterised by more collegial and collaborative relations among staff and more open, democratic, participative decision-making among school community members has challenged school principals to re-think their leadership styles. Restructuring in South Africa has been largely responsible for the introduction of more complex organisational structures. Whereas school principals have traditionally seen themselves positioned at the head of the school, they are now expected to place themselves at the centre of a complex web of interconnected networks. The school as an organisation entity has given way to the concept of the school community: a plethora of interest groups and stakeholders comprising professional educators, parents, local community members and learners. School principals are expected to bond these groups, taking into account the multiple points of view while at the same time providing advice and guidance on school policy where appropriate.

The quest to broaden democracy with responsibility and accountability has led to the new school governance structures. School governance takes decision-making to the school site, decreasing district office control and enabling educators and parents most knowledgeable about local issues to make decisions. This places principals at a critical juncture, for they are often responsible and accountable for decisions made at the school. Decision-making is becoming increasingly complex for principals because they are confronted with increasingly diverse communities and political pressures arising from policy initiatives at local level. According to Harrison (1998:60), school principals attempt to create certainty and enhance predictability through formal mechanisms such as specifying rules and written procedures. They are also accountable for the overall school performance because the public expects them to monitor educators.

Hoberg (1993:64) contends that effective school management requires a combination of leadership skills and integrity of purpose that will culminate in trust, loyalty and respect for professional colleagues. Moreover, it is the principals' leadership behaviour and effective school management that will promote and foster organisational commitment amongst staff,

learners and parents. Aspects of leadership behaviour that are closely related to promoting organisational commitment are the fostering of a positive professional school climate, good public relations, participatory decision-making and the rekindling of a concern for values in the school as an organisation. Organisational commitment, effective leadership and school management go hand in hand. School principals often lack the necessary management skills in this area. Unfortunately high level management training for school principals, with the emphasis on acquiring leadership expertise and skills, has yet to be developed in South Africa.

Studies that examine principals' roles within the democratic school governance framework emphasise the transitions that principals make and the types of leadership they provide in these settings (Ortiz & Ogawa 1999:488). With the delegation of decision-making authority to the school and the involvement of educators and parents on the school governing body, principals struggle to redefine their managerial roles. They have to relinquish certain functions and implement new policies. The findings of research on how principals lead in restructured schools parallel the findings of research on strategies that enhance the capacity of the school governing body to effect instruction. Principals use facilitative power by managing resources, providing regular feedback and reinforcement to educators and facilitating communication (Blase & Blase 2000:135). School restructuring calls for a transformational type of leadership, where principals articulate a vision, foster acceptance of group goals, convey high performance expectations, provide appropriate models and intellectual stimulation, offer individualised support and establish contingent rewards (Leithwood & Jantzi 2000:113).

Since school principals are positioned in a more dominant position than the other stakeholders, they are likely to peceive participatory decision-making more positively. However, the leadership role of the principal is critical for the smooth functioning of the governing body. His or her understanding of the role of the school governing body and his or her ability to allow members of the governing body to take decisions without undue influence enhance the participation of the members. Furthermore, the principal's ability to

deal effectively with the governing body in regard to handling matters appropriately results in participants' respecting the principals' position. Quality education is dependent on effective participative governance. It is important to have the governing body of a school drawn from all stakeholders who have the interest of the learners as their main concern. They should not be elected because of their militant speeches during meetings at the school (Mashele & Grobler 1999:296). The South African Schools Act (Republic of South Africa 1996d:9) encourages a spirit of responsible, democratic consultation and decision-making in schools.

2.7 RESTRUCTURING SCHOOL GOVERNANCE : SOME LEADERSHIP DILEMMAS

Restructuring policies aimed at promoting school governance and greater educator and parental involvement in decision-making depend fundamentally on school principals for their success. Schools continue to be challenged, in the name of restructuring, to change governance structures. Schools should be accessible to the community. As with most complex reforms, it is difficult to decipher exactly what advocates of school restructuring want by way of school reform. Ideally, one would like to assume that at some basic level they believe that restructuring schools will make them more effective, will cause educators to teach differently and thus make a difference to the learning and motivation of learners. Barnett, McCormick & Conners (2001:24) contend that the challenges brought to schools by restructuring have been cited as reasons for advocating a transformational type of leadership in schools. It is argued that transformational leadership is well suited to the challenges of current school restructuring and that it has the potential for building high levels of commitment in educators. Transformational leadership is seen to be sensitive to organisation building, developing shared vision, distributing leadership and building school culture necessary to current restructuring efforts in schools (Barnett et al. 2001:24).

The totality and complexity of restructuring confronts the principal with a daunting range of roles and responsibilities. Indeed, the challenging nature of the role of an effective school leader in restructuring has raised the question whether all school leaders are capable

of performing adequately (Dimmock 1999:444). The challenges presented to school principals by restructuring are perceived as being far from easily managed. Both the policies and strategies by which they are introduced are generally perceived as problematic by school principals. For some principals, particularly those whose earlier careers were forged under more centralised management systems, these changes ushered may be threatening and even a daunting task. Dimmock (1999:442) states that these leaders face decisions as to which roles to retain, forge and/or discard. Nor are conditions necessarily any easier for recently appointed school principals, who with relatively little experience have to strive for effectiveness in fast changing and unpredictable educational environments.

Very few school principals have undergone training to enable them to cope with the present day demands. This is also the case in many other careers. It means that as the educational leader ascends the promotional ladder, the more daily roles he/she has to perform for which he or she received no initial training (Van der Westhuizen 1995:3). Buckley (1985, in Van der Westhuizen 1995:3) indicates that the role of the school principal has undergone an evolutionary change from being educators to being more managerial in nature. The following roles assigned to the principal will be discussed.

2.7.1 Organisational change

Restructuring policies present challenges to school principals in re-designing the internal work organisation of the school, including both classroom activities and decision-making in the school as a whole. According to Badenhorst (1997:349), South African schooling, including its governance and management, is undergoing major changes at present yet educational change is not unique to this country. School principals will help to define how teaching and learning will occur in the schools of the future through their participation in the system. The more educators know about how schools are organised, governed and managed, the better prepared they will be to influence the system. The school principal plays a decisive role in initiating change. The staff of a school are inclined to accept programmes of

change more readily if the school principal actively supports them in implementing the changes (Basson, Van der Westhuizen & Niemann 1995:648). The school principal's supportive role lends prestige to the changes taking place in the school and engenders a feeling of dedication among the participants in the process of change. Organisational renewal should be seen by the school principal as a role of particular importance. It is necessary for the school principal to work in the direction of an open and supportive climate. Deliberations concerning the role of the principal as a facilitator of change suggests that there can be distinguished between principals who are more successful than others in the implementation of change. This implies that the school principal can and should fulfil an important role in the facilitation of change to improve the school situation (Basson, Van der Westhuizen & Niemann 1995:652).

2.7.2   Partnership with all the stakeholders in education

The role of the school principal is unique, although he or she works in partnership with parents and the community at large. The school principal must each day remind himself or herself that he or she works with the most precious of commodities, the mind and future of a learner. For the school principal the involvement of the community inter alia parents, educators, learners, administrative staff, educator unions, industry and their say in educational affairs affects his or her leadership role directly. He or she must instill healthy attitudes between the school and the community and encourage confidence in the school. The school principal should be so well equipped for the role that he or she should be able to act with authority and self-confidence as far as the school community relationship area of his or her leadership role is concerned (Barnard 1995:409). Although the school principal is responsible for initiating school-community partnership, the eventual success of this activity is jointly determined by everyone involved in it at the school.

Education can be seen as a unified action in which all interested parties are concerned with the education of the children. The central theme of involvement of any stakeholder should be educative teaching. A true partnership will cement the various stakeholders in a

real team. In the educational context the initiative for the creation and maintenance of a partnership with the different stakeholders will be the responsibility of the school principal. The school principal should build and guide because his or her role in the sustenance of partnership is of cardinal importance. School restructuring is the most important priority in South African education today (Lange 1993:98). Hoberg (1993:65) maintains that the advent of a new South Africa has ushered sudden and unpredictable change in ingrained traditions, attitudes, social structures and even legislation. It is becoming increasingly clear that the school principal's main concern should not simply be the maintenance of the school's organisational structure or the adjustment of the management processes in the school.

A novel approach to leadership in terms of organisational commitment is called for. A more creative, dynamic approach is required in a collaborative framework that will facilitate organisational commitment and change. Gray (1985, in Hoberg 1993:69) argues that the position of the school principal is critical in that a school will never change unless the initiative comes from the principal. However, this initiative is not the result of traditional leadership of merely making decisions rather it is the assuming of a facilitative role and the creating of a positive climate for change. In this respect the principal initiates actions and monitors throughout by providing leadership. He or she has to cultivate a positive and professional climate where his or her value added leadership will inspire educators, learners and parents to achieve their educational goals first on a satisfactory level and then to achieve extraordinary performance. As the school principal's value added leadership permeates the entire school atmosphere, it becomes the central base or core of organisational commitment.

2.7.3   Marketing the school

Until recently the idea of marketing schools had not been given much attention by educators. For a long time public schools have existed in a centralised situation. Educators are still hesitant today at the mention of the marketing of schools because this kind of activity is usually associated with commercialisation. The new education policy gave schools greater financial self-sufficiency. This means that schools must now rely, in competition with a host

of other institutions, on the support and goodwill of the communities in which they operate. There is an increasing recognition that marketing might have a valuable part to play in the development of our schools (Stott 1991:8).

The whole scenario is changing. We now have a more knowledgeable body of parents able to articulate their demands. What people believe or think of a school can influence whether the school remains successful or not. How successful schools are at ensuring their survival will depend largely on the image they create themselves. Any school is constantly developing an image of itself among those who are important to it. According to Giles (1995:25), a school that does not pursue a defined image in a purposeful manner will probably continue to struggle because it will be able to rely only on the positive disposition of the community and the sense of responsibility of its parents. In contrast, a school that promotes its image can thrive if it is seen by community members as an asset and by business enterprises as a marketing investment. Without abrogating responsibility for maintaining sound, professional and educational standards, the staff and school principal have to be in touch with the needs of the school community and more particularly, the parents who constitute the school's clientele (Giles 1995:27). Parents' views and reactions have to be sought regularly to ensure that the best possible service is offered to reduce frustration and conflict. Whenever possible and appropriate, representatives of all sectors of the school community should be involved in the decision-making process.

2.8   COMMUNITY PARTICIPATION

In the governance and management of schools the emphasis is placed on a participatory, collaborative form of management which rejects the traditional autocratic, managerial approach which has long dominated in the management of schools in our country (Watkins 1991:26). The change in the way schools are managed means that many school principals, accustomed to an almost autocratic form of leadership, will have to readjust their outlook in a major way. The emphasis on the collaborative participation in the governance of schools is clearly formulated in chapter six of the South African Schools Act (Republic of South Africa

1996d:10-16). The principal is seen as performing a dual role. The school principal carries out the dual role of both the representative of the Ministry of Education, and thereby accountable to the provincial Head of Department, and also the leader of the school governing body, accountable to the governing body for the implementation of the school policies and decisions on all matters within its jurisdiction. The school principal carries the ultimate responsibility for the governance and management of the school, though the responsibility is to be exercised in consultation with staff and parents. School governance as a decentralised form of management implies that decisions are made by the school governing body which is constituted by those who are closest to the learners. In this body, principals find themselves face to face with parents and members of the governing body debating issues of budget and finance, personnel, and safety and building security that once were the prerogative of the top management in head offices.

2.9   FINANCIAL MANAGEMENT

With regard to the changing role of the principal, chapter four of the South African Schools Act (Republic of South Africa 1996d:2-28) places the responsibility for the financial management of the school in the hands of the governing body of the school. Thus, the principal as member of the governing body cannot make unilateral decisions (Bisschoff & Sayed 1999:311). The principal has to consult with all stakeholders where financial management issues are considered. The Act encourages collaborative and participative decision-making. Therefore, if a principal is not accustomed to such forms of decision-making, he or she will have to change the manner of management to suit the changing circumstances. The relationship between the school and community appears to be threefold, namely the relationship between the school and the community, the parent community and the business community (Blang 1976, in Niemann 1995:385). The relationship between the community and the school is established because a portion of the state budget is allocated to education. Through the state the community at large is concerned with education and the state becomes an entity concerned with education (Barnard 1984, in Niemann 1995:385).

Because the state finances education, the school is accountable to the state and a formal relationship exists between the school and the state.

The community's relationship with the school does not only rely on financial considerations. Parents are concerned with the school because their children are helped to unfold more fully and more quickly than at home, while, in turn the school is dependent on the protection and support of parents (Barnard 1984, in Niemann 1995:385). As parents are the natural and primary educators, and because the state is unable to carry the financial load of education alone, parents are morally obliged to contribute towards education. The financial support of parents provides them with more say in education than would otherwise be the case (Niemann 1995:385). While on the other hand the business community is part of the community, they participate towards financing schools because they are interested in the schooled manpower provided by schools. From a financial viewpoint it is important for the school to maintain good relationships with the community. The school principal may also make use of various strategies to improve relationships between the school and the community. These strategies, for instance, include group decision-making, clarity, sincerity, respect and empathy (Niemann 1995:386). Since financial management of schools is a relatively new concept in the majority of South African schools, it is vital that training programmes and guidance are given to school principals and prospective principals (Bisschoff & Sayed 1999:312).

2.10   DEVELOPMENT AND SELECTION OF HUMAN RESOURCES

It is people who make organisations and structures work. Leadership and the process of change and redress therefore depend on the competencies of everyone in the education service. People who work in an environment which is constantly changing need support, especially in the development of their management and governance competencies (Republic of South Africa 1996a:67) Managing and developing appropriately can facilitate continous improvement in any organisation. The major challenge confronting school principals is to build capacity to enable everyone associated with the management and governance of schools

to do their best. In so doing, they have to be mindful of and take the appropriate steps to address all issues amicably.

Decentralisation, devolution of authority and participation by various partners in education are entrenched in the South African Schools Act (1996d:15-17). Although selection of human resources is an important management role of principals, it is however, not their exclusive responsibility. According to the South African Schools Act (1996d:17), Section 20(1) states that parents have a say in the selection and appointment of teaching and non-teaching staff. Consequently school principals must be knowledgeable and adequately equipped to help ensure that this important function is managed correctly (Heyns 1998:125).

2.11   THE INSTRUCTIONAL LEADERSHIP ROLE OF THE SCHOOL PRINCIPAL

The principal is responsible for a variety of roles pertaining to the effective functioning of the school. The principal's duties are wide-ranging and the responsibility for all administrative, organisational and work processes revolve around him or her. The crux of all the principal's responsibilities is the quality of the educative teaching received by the learners both within and outside the classroom. Although some authors regard the educational leadership role as a separate management task of the principal, it nevertheless forms an integral part of his or her general management functions (Van der Westhuizen 1995:162). It can even be seen as the principal's central responsibility. The educational programme should constitute the school's most important management role since a school's success is ultimately measured by the effective tuition learners receive. The school principal's personal intentions as to the essence and purpose of education must be clearly reflected by the features he or she indentifies as part of his or her educational leadership role. It is incumbent of the principal to orientate the participation of educators and learners in the school towards the accomplishment of the school's objectives (Van der Westhuizen 1995:34).

The role of the principal in promoting an instructional vision is no less important today than during the past. According to Murphy, Hallinger, Weil and Mitman (1983:142),

principals must be skilled not only in the activities and behaviours comprising the roles of instructional leadership, but must also be adept at using organisational processes. These processes are employed not as ends in themselves, but in order to facilitate successful application of the instructional leadership roles. Roles and processes are much more likely to promote learner achievement when used together than when applied separately. One of the most general conclusions on effective schools is that a principal can have a significant impact on the effectiveness of the school.

2.12   THE SCHOOL PRINCIPAL AS STAFF DEVELOPER

Educators are currently facing a large number of changes in education and society which may well affect levels of job satisfaction. Focusing on people is the most effective way to change any organisation. DuFour and Berky (1995:2) argue that organisations do not change, only individuals change. It is only when enough of the people within an organisation change that the organisation can be transformed. If this premise that people are the key to school improvement is correct, then it follows that the fundamental role of the school principal is to help create the conditions which enable staff to develop so that the school can achieve its goals more effectively.

As the shared decision-making process becomes established, the level of educational discussion in the schools will increase. School principals have a key responsibility to provide information and inservice training to the educators to facilitate decisions that best serve their clientele and address the components of their accountability model. The school principal should also utilise the services of other institutions to lend curricular development assistance. Help from the district curriculum experts should be sought.

2.13   CONCLUSION

This chapter has considered some theoretical perspectives, which have emerged from studies on the realities of restructuring school governance and the impact these changes make on the leadership role of a school principal.

Educational reforms in South Africa have focused on changing the division of authority in educational decision-making. With regard to the changing role of the principal in collaborative and participative decision-making, the South African Schools Act (No.84 of 1996) (Republic of South Africa 1996d:2-28) places the responsibility for school governance in the hands of the governing body of the school. Thus a principal as member of the governing body cannot make decisions on his or her own. The principal has to consult with all stakeholders on the governing body in relation to governance matters. Therefore, if the principal is not accustomed to such forms of decision-making, he or she will now have to change the manner of management to suit the changing circumstances. As far as collaborative and participative decision-making is concerned, Bisschoff and Sayed (1999:311) contend that the possible role change of principals relates to style. The involvement of different stakeholders at every level makes it more difficult for principals to make unilateral decisions. They will need to work more closely with their governing body and to win support from their staff. They will have to delegate and communicate with their staff, learners and parents. Since the South African Schools Act (No.84 of 1996) is a relatively new instrument for school governance, it may be vital that training programmes and advice be given to principals.

With reference to the above, Bisschoff and Sayed (1999:312) remark that as we move away from a system where principals were not required to manage in collaboration with stakeholders, it is clear that principals are in need of training and advice. Without the necessary training any new structure is threatened with failure. Therefore, even in circumstances in which change is welcomed, initial enthusiasm can quickly turn to frustration and anger if not supported by carefully designed programmes. Both principals and governance members require support if they are to implement the South African Schools Act effectively and competently. A serious thought should be given to assisting principals to adjust to the increasing demands that are being placed upon them. A strong emphasis should

be placed on the significance of the principal regarding the effectiveness of a school. In this regard, school principal training should be improved.

<center>**CHAPTER THREE**</center>

<center>**THE RESEARCH DESIGN**</center>

3.1   INTRODUCTION

The purpose of this chapter is to present the research design. It will also describe the selection of the respondents. This investigation, directed at school principals, will be conducted as both *exploratory* and *descriptive* research which will form the methodological baseline. According to Neumann (1997:19) in *exploratory* research not much has been previously written about the topic or population being studied, and the researcher seeks to analyse the data from the respondents and build a picture based on their ideas. *Descriptive* research presents a picture of the specific details of a situation, social setting or relationship. Much of the research found in scholarly journals or used for making policy decisions falls in the category of descriptive research (Neumann 1997:25).

3.2   RESEARCH METHODS AND DESIGN

In order to obtain a South African perspective on the changing role of the principal with regard to school management and governance, questionnaires were sent to the five participating principals.

3.2.1   The research instrument

3.2.1.1 Choice of the instrument

The research instrument that was chosen to accomplish the aim of this investigation is a structured questionnaire which comprises 22 questions. The literature study informed the design of the questionnaire. The questionnaire was chosen to investigate the role of the school principal's initiatives and strategies used to readjust and create an open, effective school

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management and governance structure as a result of the requirements of the South African Schools Act (No. 84 of 1996). The language of the questionnaire was English.

3.2.1.2 Format of the instrument

The first part of the questionnaire required relevant personal particulars (biographical data) of the respondents. For instance, the respondent was required to indicate his/her gender, years of completed work experience, qualifications and other information which might have a direct bearing on the input that the respondent makes in performing some of his/her professional responsibilities. The second major part of the questionnaire incorporated questions about the research topic. There are 22 items listed in the questionnaire (See Appendix 2). All questions are operationalised using the Likert five point scale (1930, in Neumann 1997:50). The respondent is supposed to circle the appropriate response on the scale provided for each question. The scale ranges from 1 which indicates strongly agree to 5 which indicates strongly disagree.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

3.2.1.3 Scaling techniques of the instrument

In paragraph 3.2.1.2 it is pointed out that the Likert (1930) five point scale was used to record responses on each question. Each respondent was required to indicate the proportion of his or her input concerning participatory decision-making in the school governance structure. The scaling technique was chosen because each item can be evaluated according to its merit by the respondent, and it enables the researcher to use a great variety of statistical techniques. All the questions can be formulated in the same format, the same anchor points can be used for each item and a five point scale will allow the respondents to give a refined opinion.

3.3   PARTICIPATION GRID

The South African Schools Act (1996d:14) compels parents, teachers, learners and community members to participate in the governance of schools. The participation of all these stakeholders depends on the principal. This grid aims to investigate the level and area in which the stakeholders are involved.

3.4.   RESPONDENTS
3.4.1   Choice of respondents

Since the research topic focuses on the principal's role in the new school governance structure, the respondents were principals, drawn from the primary and secondary schools in the education district of Ekurhuleni East (Benoni-Brakpan-Nigel-Springs) which falls under the jurisdiction of the Gauteng Department of Education.

3.4.2   Biographical data

To conduct a detailed *exploratory* and *descriptive* study of principals' role in the new school governance structure, information about the following was requested: *gender, work experience, stratum of schooling, rank and educational qualification*. These aspects can be related to how a principal handles changes required by the South African Schools Act. The respondents' input concerning various tasks and responsibilities may be influenced by *gender, number of years in the position and also the training that an individual has undergone*. The type of school is also of importance because every workplace has different obligations and job descriptions.

3.5   TARGET POPULATION

The sample consists of five schools in the Ekurhuleni East District (Benoni-Brakpan-Springs-Nigel) which falls under the jurisdiction of the Gauteng Department of Education. The schools were chosen mainly because of their proximity to the researcher. This choice

would limit the cost of data collection. These schools were also chosen to accelerate the process of data collection as it was easier to deliver and collect the questionnaires within a short period of time. Ekurhuleni East District was also chosen because it has a strata of both primary and secondary schools which are close to each other, thus making data collection easier and more representative. There are 225 schools in the Ekurhuleni East District from which a sample of five schools was chosen. These schools comprise primary and secondary schools representing only one population group and those that provide for different population groups. Each school had an equal chance of being randomly drawn to be part of the sample irrespective of its population profile.

3.6   SAMPLING PROCEDURE

A sample of five schools, primary and secondary, were randomly drawn from a population of 225 schools in the Ekurhuleni East District. All the principals from randomly selected schools were asked to participate in the investigation. Another two schools were drawn in case one or more of the five schools drawn earlier did not respond.

3.7   PILOTING THE INSTRUMENT

The questionnaire was given to the supervisor and two school principals to check the usage of grammar, layout, design and relevance to the topic. On receiving the feedback the questionnaire was altered accordingly.

3.8   DATA COLLECTION PROCESS

The investigation focused on three secondary and two primary schools. Schools in the Ekurhuleni East District consist of all the institutions from the ex-Departments that merged after the 1994 national elections. The data collection process took place between August and September 2002. Permission to carry out this study in the district was sought from the Senior Manager (*Strategic Policy Development, Management & Research Coordination*) of the Gauteng

Department of Education. This permission was communicated to the District Senior Manager and the principals of the five participating schools by the researcher. The researcher made an appointment and delivered the questionnaire to each principal who was willing to participate. During this appointment the researcher explained that the questionnaire was designed to test the competence of the individual principal but merely required his or her honest opinion in order to obtain reliable and trustworthy data. Furthermore, the researcher indicated when the questionnaire would be collected. The reason to deliver the questionnaire by hand was that it was cost effective and information was gathered in a short period of time.

3.9   PROCESSING OF DATA

The data collected by means of questionnaires were prepared for statistical processing. The data were processed separately for each responding principal.

CHAPTER FOUR

ANALYSIS, PRESENTATION AND INTERPRETATION OF EMPIRICAL DATA

4.1 INTRODUCTION

In chapter three the focus was on the research design. This chapter focuses on analysis and interpretation of empirical data which was elicited from the respondents through the items which were part of the composite questionnaire (Q). For the purpose of this research, the items appear as questions on the questionnaire.

4.2 A BIOGRAPHICAL PROFILE OF THE RESPONDENTS

When the questionnaires were scrutinised, it was realised that all the respondents did fully complete the questions regarding certain biographical data.

Biographical data were compiled for each of the five respondents. The sample consisted of three males (n=3) and two females (n=2). Forty percent of the questionnaires were completed by female principals, while 60% were completed by male principals. It was also found that 60% of the respondents had completed 20 years of teaching, while 20% of the respondents had completed between 15-19 years and the other 20% had completed between 10-14 years being school principals. Of all the respondents 80% were from secondary schools and 20% from the primary school. It was further found that 60% of the respondents were Deputy Principals before being appointed to the post of being principal, 20% of the respondents were heads of department before being appointed into a principal post and 20% of the respondents were educators before being appointed principals. Academic qualifications earned by all respondents were post graduate qualifications.

4.3   VALIDITY

Content validity was determined by reviewing literature which puts an emphasis on the changing leadership role of school principals as a result of the implementation of the South African Schools Act (No. 84 of 1996), as discussed in chapter 2. It was ascertained that the content of the question items reflected the theoretical concepts.

4.4   ANALYSIS   OF   QUESTIONNAIRE   RESPONSES   CONCERNING   THE   CHANGING LEADERSHIP ROLE OF SCHOOL PRINCIPALS

The reader should take into consideration that the respondents were asked to indicate their responses by circling a 1, 2, 3, 4 or 5 to indicate the extent in which they agree or disagree with the question items given. Responses 1 to 5 indicated a range from strongly agree to strongly disagree. Following below is the analysis of the principals' responses.

- *The new school governance structure presents challenges to the principal in re-designing the internal work organisation of the school (Q1).*

  A total of 40% of the respondents indicated that they *strongly agree* that the new school governance structure presents challenges to the principals. 60% of the respondents indicated that they *agree.*

- *To be an effective manager, the school principal should have a clear understanding of the South African Schools Act (No.84 of 1996) (Q2).*

  All the respondents indicated that they *strongly agree* that a knowledge of the South African Schools Act is necessary for effective school management and governance.

- *Participatory decision-making is effective in terms of management (Q3).*

A high proportion of respondents (80%) indicated that participatory decision-making is effective, and 20% of the respondents indicated that they *agree* with the question item.

- *Involving parents in their children's education improves learners' academic performance (Q4).*

All the respondents indicated that parental involvement improves children's academic performance.

- *The governing body is responsible for the formulation of the schools' policies (Q5).*

A high proportion of the respondents (80%) indicated that they *strongly agree* that the governing body is responsible for formulating school policies, whereas 20% of the respondents indicated that they *agree.*

- *Governing body members should constitute the interviewing panel when there is a vacancy for educators at schools (Q6).*

A high proportion of the respondents (80%) indicated that they *strongly agree* that governing body members should form part of the interviewing panels during interviews to fill vacancies. Only 20% of the respondents marked that they *agree.*

- *The school principal may delegate management functions to governing body members (Q7).*

40% of the respondents indicated that they *strongly disagree* that the school principal should delegate management functions to parents, whereas another 40% indicated that they were *not sure* and only 20% marked that they *disagree.*

- *Parents should decide on the school curriculum (Q8).*

Only 40% of the respondents *agree* that parents should decide on the school curriculum, whereas 20% of the respondents *strongly agree*, while 20% were *not sure* whether parents should decide on the school's curriculum and 20% *strongly disagree.*

- *Governing body members should participate in the formulation of the school's mission, vision and values (Q9).*

A majority of the respondents (80%) indicated that they *strongly agree* that parents should participate in the formulation of the school's mission, vision and values, whereas 20% *agree.*

- *At school, everyone is considered a decision maker within his or her area of performance (Q10).*

More than half of the respondents (60%) indicated that they *agree* that everyone is considered a decision maker, whereas 40% of the respondents *strongly agree* with the question item.

- *People work together productively and respectfully regardless of post levels (Q11).*

More than half of the respondents (60%) indicated that they *strongly agree* that people work together productively and respectfully regardless of post levels, whereas 40% of the respondents *agree* that people work together productively and respectfully.

- *The introduction of participatory decision-making has led to proxy conflicts (i.e. questioning of the leadership style of the school principal as regard his or her accountability to educators, parents, learners, community) (Q12).*

40% of the respondents *agree* that the introduction of participatory decision-making has led to proxy conflicts, whereas 20% of the respondents *strongly agree*, 20% *strongly disagree* and another 20% felt that they were *not sure.*

- *Collaborative decision-making is effective (Q13).*

A majority of the respondents (80%) *strongly agree* that collaborative decision-making is effective and 20% *agree.*

- *There is adequate provision for capacity building of governing body members (Q14).*

40% of the respondents *agree* that there is adequate capacity building whereas another 40% were *not sure* whether there is enough capacity building and 20% *disagree.*

- *In-service training on school financial management should be provided to the principal on a continuous basis (Q15).*

More than half of the respondents (60%) indicated that they *strongly agree* that school principals should be given INSET programmes on a continuous basis and 40% were congruent.

- *A course on school financial management should be compulsory in the educator training curriculum (Q16).*

40% of the respondents *strongly agree* that a financial management module be incorporated into the educator training curriculum, whereas another 40% indicated that they *agree* and only 20% of the respondents *disagree.*

- *The governing body has no role to play in the day-to-day management of the school (Q17).*

More than half of the respondents (60%) indicated that they *agree* that the governing body has no role to play in the day-to-day management of the school, 20% of the respondents *strongly agree* and another 20% *disagree.*

- *The principal should promote the schools' image (Q18).*

60% of the respondents indicated that they *strongly agree* that the principal should promote the schools' image, whereas 40% were congruent.

- *Parents within the school governing body execute their roles without hitches (Q19).*

40% of the respondents indicated that they *strongly agree* that parents within the school governing body execute their roles without hitches, whereas another 40% indicated that they were *not sure* and only 20% indicated that they *agree* that parents executed their roles with ease.

- *Parents should be in the majority in the school governing body (Q20).*

A majority of the respondents (80%) indicated that they *strongly agree* and only 20% *agree.*

- *Teachers understand their roles (Q21).*

A majority of the respondents (60%) indicated that they *agree* that teachers understand their roles, 20% of the respondents *strongly agree* and only 20% were *not sure.*

- *The Representative Council of Learners should manage learners' academic affairs at school (Q22).*

There was no congruence here at all because 20% of the respondents *strongly agree,* 20% of them *agree,* 20% were *not sure,* 20% *disagree* and the other 20% *strongly disagree.*

4.5 ANALYSIS OF THE PARTICIPATION GRID

In the new dispensation governing bodies and principals in South Africa need the participation of all stakeholders in order to perform their functions effectively. Every

stakeholder has a reservoir of knowledge, skills and talents that should be tapped by principals. Hoberg (1993:64) argues that a principal has to display a leadership behaviour that will promote and foster organisational commitment amongst staff, learners and parents. Aspects of leadership behaviour that are closely related to promoting organisational commitment are the fostering of a positive professional school climate, good public relations, participatory decision-making and the rekindling of a concern for values in the school as an organisation. Following below is the analysis of the participation grid.

- *Deciding on the school's budget*

    A majority (80%) of the respondents indicated that the *principal, deputy principal, head of department, educators, parents, governing body, district provincial and head office* participate in deciding on the school's budget and 20% indicated that *learners* do not participate.

- *Deciding on the school's expenditure*

    A high proportion (60%) of the respondents indicated that the *principal, deputy principal, head of department, teachers, parents, governing body decide on the schools expenditure*, 20% indicated that *the district, provincial and head office* rarely participate. The other 20% indicated that learners sometimes do participate.

- *Day-to-day management of the school*

    A majority (80%) of the respondents indicated that the *principal, deputy principal, head of department and teachers* participate in the day-to-day management of the school whereas 20% indicated *that learners, parents, governing body, district, provincial* and *head office* do not participate.

- *Governance (policy making)*

A majority (80%) of the respondents indicated that the *principal, deputy principal, head of department, teachers, parents and governing body* participate in policy making and 20% indicated that *learners* do not participate.

- *Organising sports*

A high proportion (80%) of the respondents indicated that the *principal, deputy principal, head of department, teachers, parents and governing body* organise sports and 20% indicated that *learners* never participate in organising sports.

- *Strategic planning*

More than half of the respondents (60%) indicated that the *principal, deputy principal, head of department and teachers* are responsible for strategic planning, 20% indicated that *learners* do not participate and another 20% indicated that they *were not sure* whether *parents* should participate in strategic planning.

- *Staffing*

A majority of the respondents (80%) indicated that the *principal, deputy principal, head of department, teachers, governing body, district, provincial and head office* do participate in staffing whereas 20% indicated that *parents* and *learners* do not participate in staffing.

- *Staff development programmes*

A majority of the respondents (80%) indicated that the *principal, deputy principal, head of department, teachers, district, provincial and head office* do participate in staff development programmes whereas 20% indicated that *learners, parents* and *governing body* do not participate in staff development programmes.

4.6 SUMMARY OF FINDINGS

4.6.1 Summary of the responses

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11
Strongly agree	2	5	4	5	4	4	0	1	4	2	3
Agreed	3	0	1	0	1	1	0	2	1	3	2
Not sure	0	0	0	0	0	0	2	1	0	0	0
Disagree	0	0	0	0	0	0	1	0	0	0	0
Strongly Disagreed	0	0	0	0	0	0	2	1	0	0	0

	Q12	Q13	Q14	Q15	Q16	Q17	Q18	Q19	Q20	Q21	Q22
Strongly agree	1	4	0	3	2	1	3	2	4	1	1
Agreed	2	1	2	2	2	3	2	1	1	3	1
Not sure	1	0	2	0	0	0	0	2	0	1	1
Disagree	0	0	1	0	1	1	0	0	0	0	1
Strongly Disagreed	1	0	0	0	0	0	0	0	0	0	1

Table 2 :   Summary of the responses

4.6.2 Summation

Strongly agree	56
Agree	34
Not sure	10
Disagree	05
Strongly disagree	05
Total	110

Table 3 : Summation of scores

4.6.3 Data analysis

Responses(x_1)	Scores	Deviation from the mean ($x_1 - x$)	Squared deviation from the mean ($x_1 - x$)^2

Strongly agree	56	(56 – 22)	=	34	$(34)^2$ =	1156
Agree	34	(34 – 22)	=	12	$(12)^2$ =	144
Not sure	10	(10 – 22)	=	-12	$(-12)^2$ =	144
Disagree	05	(5 – 22)	=	-17	$(-17)^2$ =	289
Strongly disagree	05	(5 – 22)	=	-17	$(-17)^2$ =	289
Total	**110**	**0**				**2022**

Table 4 : Data analysis

4.6.4 Mean, variance and standard deviation of the raw data

Mean $\quad = \quad x = \dfrac{1}{n} \sum\limits_{ß=1}^{n} x_1$

Where $\quad$ n $= \quad$ 5

$\quad$ mean $= \quad \left(\dfrac{\text{summation of the responses in each column}}{\text{number of respondents}} \right)$

$\quad$ x $\quad = \quad \dfrac{110}{5}$

$\quad$ x $\quad = \quad \underline{\underline{22}}$

variance

$\quad$ $S^2 \quad = \dfrac{1}{n-1} \sum\limits_{ß=1}^{n} (x_1 - x)^2$

$\quad = \dfrac{2022}{4}$

$\quad = \underline{505,5}$

standard deviation

$\quad$ S $\quad = \quad \dfrac{1}{n-1} \sum\limits_{ß=1}^{n} (x_1 - x)^2$

$$= \quad 505,5$$

$$= \quad \underline{22,48}$$

Table 5 : Mean, variance and standard deviation of the raw data
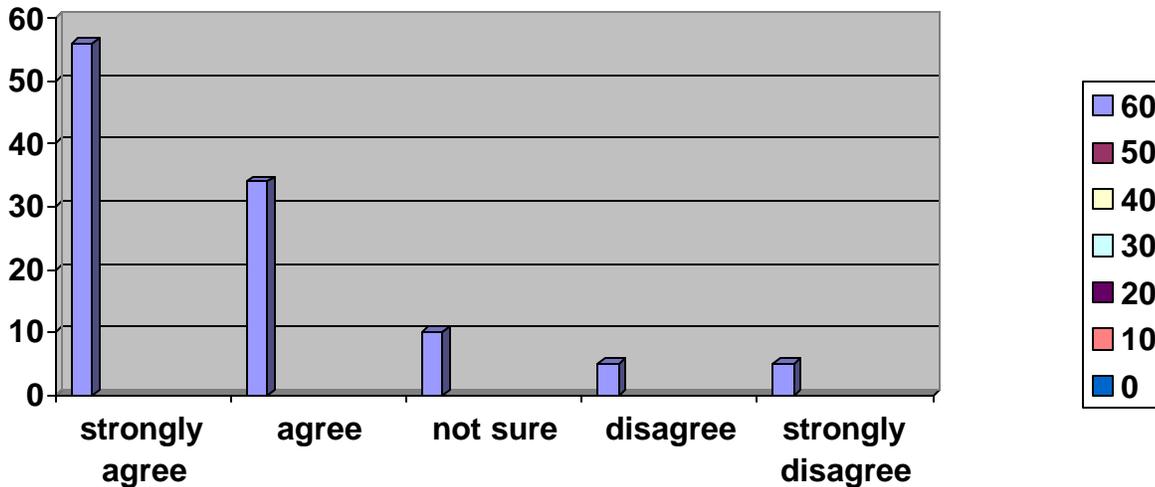
Table 6 : Bar graph on raw data

4.7   INTERPRETATION OF THE PROCESSED DATA

Since the question items in the questionnaire were formulated from data presented in the literature review (chapter two), in the following paragraphs the inputs made by the different respondents will be corroborated.

- *The new school governance structure presents challenges to the principal in re-designing the internal work organisation of the school.*

There is congruence among respondents that the new governance structure presents challenges to school principals. Mechanisms for stakeholder participation in school governance and management such as *deciding of the school's budget, expenditure, policy making,*

strategic planning, staffing and day-to-day school management, varies considerably (Steyn 1998:135). Such involvement is facilitated by the school principal. Democratising schools and stakeholder involvement implies that school structures need to change and to allow for greater participation. These structures need to be designed to promote effectiveness through participation. Appropriate structures, procedures and processes for participative decision-making are central characteristics for the effective internal work organisation of the school (Dimmock 1995:23). According to Steyn (1998:135), the school organisation should be structured in such a way that hierarchical differences are diminished and that stakeholders are given professional autonomy and collegial involvement in decisions. This is confirmed by Smyth (1995, in Steyn 1998:135) who advocates flatter organisations for the sake of organisational effectiveness.

- *School effectiveness and clear understanding of the South African Schools Act.*

A majority of the respondents *strongly agree* that school effectiveness can be enhanced by a clear understanding of the South African Schools Act (Republic of South Africa, 1996d:4-26). The South African education system has experienced a number of significant changes in the past, changes which were intended to facilitate paradigm shifts in terms of school ownership (Kapp 2000:286). Differences in school effectiveness can be attributed to a number of factors. Some of these factors may be within the school, some of which the principal may have control over and some not. Kapp (2000:287) and Hoberg (1994:44) indicate that research pertaining to school effectiveness has not been conclusive. Although no clear sets of criteria for an effective schools exist, there does seem to be an acceptance that effective schools have effective leaders. The South African Schools Act (No. 84 of 1996) brought about a major reform in education administration by decentralising school governance to local school communities. The governance of schools is vested in its governing body, while the professional management lies with the principal and school management team (Squelch 2000:309). Strengthening the hand of the principal in terms of the management of the school implies that the principal has a relative influence over the broader aspects of school life.

According to Steyn (2000a:267) where leadership is shared, teams can be more effective than an organisation which is dominated by a single individual.

- *Participatory decision-making.*

A high proportion of respondents indicated that participatory decision-making is effective. According to Beckmann and Blom (2000:1), democracy is first and foremost the exercising of power by a group of people and the granting and gaining of the legitimate authority to do so. They further state that democracy in the workplace in the sense of participation is firstly seen as morally good because it is consistent with the broader ideals and the values of society. Participation opens up the possibility for collective action for different groups to interrelate among themselves, to talk together in different voices, addressing the differences that make them outsiders and insiders with respect to each other (Waghid & Schreuder 2000:88). This view is corroborated by Bauch and Goldring (1998:15) for whom parent and teacher participation in school decision-making have become dominant themes in the current debate over school restructuring. Steyn (1998:137) contends that communication among stakeholders is important if they are to experience their contribution to decision-making as meaningful. All stakeholders should feel that they have a say in the final decision.

- *Parent involvement.*

All the respondents agree that parent involvement is essential for school success. Active parent involvement is essential in running a successful school (Hoberg 1994:45). Effective school principals realise the importance of partnership with community structures and maintain positive relations with them. Vandergrift and Greene (1992:57) maintain that the ideal is that the parent community should actively participate and be drawn into school activities not only in terms of auxiliary tasks, but also in the area of planning and financing. Niemann (1995:388) concludes that it is an important management role of the principal to activate parents to a partnership with the school and to ensure reciprocal communication

between the school and the home. The school should provide the mechanism for feeding information from the school to the community.

- *The governing body is responsible for the formulation of the school's policies.*

All the respondents were congruent that *governing body* members are responsible for the formulation of school policies. The South African Schools Act (No. 84 of 1996) (Republic of South Africa, 1996d) is the juridical culmination of a long process of establishing democratic practice in schools (Beckmann & Blom 2000:1). As statutory bodies, the governing bodies of schools ensure the participation of parents, educators, other staff members, the principal, learners and co-opted members in the governance of public schools in South Africa (SASA, section 23(1) and (2). According to this Act, the governance of every public school is vested in its governing body (section 16(1) and the principal of the school has formal legal authority in terms of the management of the school (section 16(3). School governing body members need to be knowledgeable about the Constitution and the Bill of Rights because these have a bearing on the school policies to be formulated. Squelch (2000:312) concludes that the adoption of a Supreme Constitution with a justifiable Bill of Rights (Chapter 2 of the 1996 Constitution) has not only brought about fundamental changes in society as a whole, but has radically changed the way in which South African schools are governed and managed.

- *Governing body members should constitute the interviewing panel.*

A high proportion (80%) of the respondents *strongly agreed* with this question item. Decentralisation, devolution of authority and participation by various partners in education are entrenched in the South African Schools Act (Republic of South Africa 1996d:15-17, sections 20,21). Although selection of human resources is an important management task of principals, it is, however, not their exclusive responsibility. According to the South African Schools Act (1996d:17, section 20 (1) (I)) parents have a say in the selection and appointment of teaching staff. Human resources are one of the most important and valuable assets of any enterprise. This statement also applies to education in general and schools in particular

(Heyns 1998:123). The selection of a candidate for a post does not only influence the post concerned, or the department within which such a post falls, but also the staff, learners, parents and the community, in other words the school as a whole.

- *The principal may delegate management functions to governing body members.*

More than half of the respondents *disagree* with the questionnaire item. Potgieter et al. (1997:14) differentiate between governance and professional management. The school principal is responsible for the management of the school while the parents set out policies. According to Steyn (2000a:267), more recent conceptions of educational leadership demonstrate a move away from authoritarian models of decision-making towards more collegial views on role relations between school principals and staff. An empowered organisation is becoming the new paradigm. The all too powerful control of principals is giving way to a situation where staff members are capable of making meaningful decisions in schools. Teamwork is an essential component of quality management which is a radical departure from the traditional paradigm. Wheatley (1996, in Steyn 2000a:267) feels that principals should transform schools into organisations that are participative. This transformation encourages shared responsibility and a leadership style that will create an interactive working environment.

- *Parents should decide on the school curriculum.*

Half of the respondents *agree* that parents should decide on the school curriculum. The South African Schools Act (Republic of South Africa 1996d:2 16 section 21(1) (b) , stipulates that the governing body may apply to the Head of Department in writing to be allocated the function *to determine the extra-mural curriculum of the school and the choice of subject options in terms of provincial curriculum policy*. Restructuring efforts have put into place mechanisms to change the traditional relationship between parents and teachers. The roles of parents are beginning to expand into new arenas while simultaneously the roles of teachers are also changing (Bauch & Goldring 1998:16). Heystek and Louw (1999:21) see the relationship

between parents and schools changing from a *client type* of relationship to a *partnership* relationship. Previously parents were perceived as clients of schools and they did not have a say. Currently it is expected that parents must be partners, which indicates that parents are part of the decision-making process and its implementation in schools. They have equal strengths and equal expertise, they contribute and receive services on an equal footing and finally share responsibility and accountability with the professional staff in schools (Heystek & Louw 1999:21). However, Maha (1997:79) suggests that parents should be involved in the administrative functions only, not in the core business of the schools: *teaching and learning.*

- *Governing body members should participate in the formulation of the school's mission, vision and code of conduct.*

A majority (80%) of the respondents *strongly agree* that the governing body members should participate in the formulation of the mission, vision and code of conduct. The South African Schools Act (Republic of South Africa 1996d:15, section 20(1) (c) states *that the governing body must develop the mission statement, vision and values for the school.* Literature on decentralised school governance stresses the role of parents in assuring that all policies (*language, finance, religious observance, sport*) mission, aims and vision are in place (Bauch & Goldring 1998:21; Heyns 1998:126; Heystek & Louw 1999:21). Consequently parents must be knowledgeable and adequately equipped to help ensure that these policies are realised and managed correctly.

- *At school, everyone is considered a decision maker within his or her area of performance.*

More than half of the respondents responded positively. Steyn (2000:267) quotes McGregor's Theory Y to argue that the ability to make decisions should be widely distributed among staff members regardless of their position in the hierarchy. According to Steyn (2000a:268), quality education is only possible when everybody in a school develops particular attitudes that focus on *leadership, planning, teacher empowerment, teamwork, continuous improvement, customers and training.* Furthermore, it is often assumed that people

who are most familiar with the work are in a better position to be creative and to do more with less motivation and supervision.

- *People work together productively and respectfully regardless of post levels.*

60% of the respondents indicated that they *strongly agree* with the question item. Herman and Herman (1993, in Steyn 2000a:270) regard empowerment as the fundamental transfer of authority and responsibility that includes the following : the process by which people are allowed to make decisions regarding assigned tasks, people's involvement in the creation of ways to maintain a productive and satisfying work environment and their involvement in daily problems solving and decision-making. This way of looking at authority in education no longer separates the roles of staff and principals. The demands in schools, however, require a different focus on different levels at different times by different individuals for the educational task.

- *The introduction of participatory decision-making has led to proxy conflict.*

There is no agreement among respondents that the introduction of participatory decision-making has led to proxy conflict. Participatory decision-making implicitly means to share in decisions of importance. This means that teachers are not compelled to focus merely on trivial or irrelevant matters. That is not participatory decision-making and it will not cultivate or promote organisational commitment, instead it will enhance feelings of being unworthy, untrustworthy and not being recognised. Teachers who are allowed to participate in the decision-making process in terms of important matters are reported to show a high level of organisational commitment not only in the community, but also in their day-to-day work-life situation (Hoberg 1993:66).

- *Collaborative decision-making is effective.*

A majority (80%) of the respondents indicated that they *strongly agree* that collaborative decision-making is effective. According to Martins (1997, in Heystek & Louw 1999:21), principals of South African schools express the desire that parents and teachers must participate more actively in school activities with the aim of improving the standard of education. Furthermore, Heystek and Louw (1999:21) mention that the participation of parents and teachers in schools has a positive influence on the academic achievement of learners. Parents and teachers must take note of these important reasons why it is vital for parents to participate effectively in school activities.

- *There is adequate provision for capacity building of governing body members.*

More than half of the respondents *agree* that there is adequate provision for capacity building of governing body members. The South African education system has experienced changes in the past five years intended to promote participation of all stakeholders in education management and governance. It is against this background of the new legislation and policy that the concept of effective schools and the need for capacity building for everybody involved is to be understood (Kapp 2000:286). Mashele and Grobler (1999:295) believe that stakeholders need to be trained in school governance aspects of the new education policy in order to clarify their precise role in the governance of the school.

- *In-service training on school financial management should be provided to the principal on a continuous basis.*

More that half of the respondents indicated that they *strongly agree* that in-service training of school financial management be provided to school principals on a continuous basis. With regard to the changing role of the principal in collaborative and participative decision-making, chapter four of the South African Schools Act (No.84 of 1996) (Republic of South Africa 1996d:4 24 -26) places the responsibility for the financial management of the school in the hands of the governing body of the school. Thus, the principal as member of the governing body cannot make decisions on his or her own. The principal has to consult with

all stakeholders in the governing body in relation to financial management of the school. A study conducted by Bisschoff and Sayed (1999:311) with regard to skills required by principals for effective and efficient financial school management indicated that they needed assistance that would enhance their efforts in improving financial management of the school.

- *A course on school financial management should be compulsory in the educator training curriculum.*

Half of the respondents indicated that they *strongly agree* that school financial management be compulsory in the educator training curriculum. During the past few decades the role of the educational leader has undergone a radical change. Traditionally the educational leader was merely the head teacher and the role of the principal was of a limited complexity. The educational leader required only professional training and experience to manage the school. Van der Westhuizen (1995:1-2) feels that the ability needed by an educational leader to perform certain administrative and managerial tasks could be developed through training. This development has been accompanied by a worldwide increased interest in the science of management. Kapp (2000:393) reports that it was felt that there was a definite need for such training modules that would equip principals for the school financial management function. One of the reasons provided was that these days much is expected in the running of the school. Another pertinent reason was that presently educators would be promoted from a level one post immediately to a principal's post and therefore such training could be beneficial. The third pertinent reason for the advanced form of training school principals is that in some cases governing body members may not be knowledgeable on financial management issues. If the principal is trained in this area of management then he/she can assist and provide guidance and thereby empower governing body members and teachers.

- *The parent component of the governing body has no role to play in the day-to-day management of the school.*

More than half of the respondents indicated that they *agree* that the parent component of the governing body has no role to play in the day-to-day management of the school. Section 16(2&3) of the South African Schools Act (No. 84 of 1996) (Republic of South Africa 1996d:14) emphasises that *the parental component of the governing body is responsible for the governance of the school.* The Act demands that parents play a more effective role in the affairs of the school. The professional management of a public school must be undertaken by the principal under the authority of the Provincial Head of Department.

- *The principal should promote the school's image.*

A majority of the respondents indicated that they *strongly agree* that the principal should promote the school's image. The creation of a positive school image is probably one of the most demanding tasks of the school principal. Effective school principals should strive to become public relations experts in their own right (Hoberg 1994:45). According to Hoberg (1993:66) the principal sets the tone in the school and cultivates the quality of the school image. This, coupled with his or her distinctive management style renders his or her influence of strategic importance to facilitate organisational commitment (Hoberg 1993:66).

- *Parents within the school governing body execute their roles without hitches.*

More than half of the respondents indicated that they *strongly agree* that parents within the school governing body execute their roles without hitches. The South African Schools Act (No. 84 of 1996) identifies nineteen powers and functions of governing bodies. These can be demarcated as follows.

– key policy matters (*language, fees, religious observance, recommendations for employment, code of conduct);*
– day-to-day matters *(timetables, maintenance of physical assets, purchasing*);
– financial matters *(financial accounting, raising revenue, charging and collecting fees).*

Whilst the governing bodies have nineteen powers and functions, the provincial Member of the Executive Council may either add more, or improve limitations on some, determined by *inter alia*, capacity or unsatisfactory performance (Republic of South Africa 1996d:13-15).

- *Parents should be in the majority in the school governing body.*

A majority of the respondents indicated that they *strongly agree* that parents should be in the majority in the school governing body. In the constitution of school governing bodies, the South African Schools Act (No. 84 of 1996) (Republic of South Africa 1996d:14 Sections 18 & 23 (4)) indicates that parents should be in the majority in the school governing body and in all the sub-committees of the school governing body. However, Sayed and Carrim (1997:93) suggest that this is problematic because it seems to militate against equal teacher and learner representation, two key constituencies in schools that were instrumental in the fight for democratic governance structures.

- *Teachers understand their roles.*

More than half of the respondents indicated that they *agree* that teachers understand their roles. According to Steyn (1998:131) for transformation in South African schools to succeed, teachers must be at liberty to make informed decisions and share power equally in schools. This requires suitable training for principals and teachers and ample opportunities for power sharing. Holt and Murphy (1993, in Steyn 1998:131) indicate that in the past teacher participation in decision-making at a local school level tended to be more based on tokenism. However, effective schooling can only take place when both principals and teachers are involved in decision-making. The assumption that those who implement solutions should be part of the decision-making process has implications for the level of decision-making and the distribution of power between principals and teachers (Kirby & Colbert 1994, in Steyn 1998:131).

- *The Representatives Council of Learners should manage learners' academic affairs at school.*

Respondents did not *agree* or *disagree* with the question item because the South African Schools Act (No. 84 of 1996) only indicates that learners constitute the school governing body (Republic of South Africa 1996d:18 section 23 (d). The Act indicates *that elected learners in the eighth grade or higher, should serve in the governance structure* (Republic of South Africa 1996d:10 Section 11(1).

4.8   PARTICIPATION OF THE STAKEHOLDERS IN MANAGEMENT AND GOVERNANCE

Learners *do not* decide the school's budget and the school expenditure nor participate in the management of the school, policy formulation process, the organisation of sporting activities, selection and appointment of educators and non-educators, strategic planning and staff development programmes. The South African Schools Act (No. 84 of 1996) (Republic of South Africa 1996d:10 section 1(1) allows for the establishment of the Representative Council of Learners and that this council must be consulted. It further indicates (Republic of South Africa 1996d:18 Section 23(4)) that the council must elect a learner(s) to constitute the governing body in secondary schools. These elected learners have limited voting rights in the school governing body.

The principal in his or her official capacity is a member of the school governing body. The principal together with other governing body members prepares a budget according to guidelines determined by the *Member of the Executive Council* (Republic of South Africa, 1996d:25 section 38(1). The principal in consultation with the governing body decides on the school expenditure. Subject to the South African Schools Act (No. 84 of 1996) (Republic of South Africa 1996d:14 section 16(3), the principal under the authority of the provincial *Head of Department* is responsible for the professional management of the public school. The school principal participates in the governance of the school by virtue of being a school governing body member. The principal together with staff members determine the extra-mural

curriculum of the school and present it to the governing body for approval (Republic of South Africa, 1996d:16 section 21(1)(b). The school principal is obliged through his or her duties to participate in the selection and recommending of human resources (Republic of South Africa 1996d:16 section 20(1)(j). The principal participates in the strategic planning (Republic of South Africa 1996d:15 Section 20(c). The principal is responsible for staff development as this is also a professional matter.

The deputy principal shares the same responsibilities of the principal. The deputy principal acts in the capacity of the school principal and may be tasked from time to time. The deputy principal may sometimes be an elected member of the governing body. The South African Schools Act (No. 84 of 1996) (Republic of South Africa, 1996d:19 section 23(2) (a-d) indicates that elected members of the governing bodies shall comprise a member or members of each of the following categories :-

- Parents of learners at the school
- Teachers at the school
- Members of staff at the school who are not educators and
- Learners in the eighth grade or higher at the school.

The head of department may be elected into the school governing body as a teacher-component member or be delegated as the need arises.

Teachers may be elected to the school governing body as a teacher-component member or be delegated to act in any of the different activities.

According to the South African Schools Act (No. 84 of 1996) (Republic of South Africa 1996d:25 section 38(2), the school's budget must be presented to a general meeting of parents concerned for consideration and approval by a majority of parents present. By virtue of parents voting for the budget they do decide on the schools' expenditure. Parents are not involved in anyway in the day-to-day management of the school except to support the principal, teachers and other staff of the school in the performance of their professional

functions (Republic of South Africa 1996d:16 Section 20(1)(e). Parents are not involved in organising sport activities except to render assistance and support sporting programmes. Through their representatives on the SGB recommendation is made for the human resources. They are also not involved in strategic planning neither do they assist with staff development programmes.

The governing body prepares the school's budget and presents it to the general meeting of parents for consideration (Republic of South Africa 1996d:25 section 38(1)). The governing body decides on the school expenditure and keeps records of funds spent (Republic of South Africa 1996d:27 section 42(a). The parent component of the governing body promotes the best interests of the school and strives to ensure its development through the provision of quality education for all learners (Republic of South Africa 1996d:15 section 20(1)(a)). The parent component of the school governing body selects and recommends human resources to the provincial Head of Department (Republic of South Africa 1996d:16 section 20(1)(i)). The school governing body has as one of its tasks to develop the mission statement of the school (Republic of South Africa 1996d:15 section 20(1)(c). The governing body deals with the governance issues of the school (Republic of South Africa 1996d:14 section 16(1).

District, provincial and national office : both the national and provincial departments have delegated authority to the district senior manager, who sees to it that the professional and governance matters in each public school are handled according to the guidelines that have been provided. In essence this means that the provincial Head of Department receives reports on all the activities be it professional or governance that are performed at school.

4.9   CONCLUSION

The main aim of this research was to investigate the opinion of the school principals regarding their role and the role of the other stakeholders in school governance. The influence of these interest groups does not seem to impact negatively on effective school management

and governance. The statistical analysis in paragraphs 4.6.1, 4.6.2 and 4.6.3 shows that the means and standard deviations do not indicate any significant difference in terms of the principals experiencing difficulties as the result of the new school governance. Therefore, there seems to be no negative impact on both the principals and stakeholders in school governance. Although the principals as managers must deal with the day-to-day management of the school, the school governing body must deal with the governance matters. It is, however, important that all the stakeholders at schools direct their energies towards school effectiveness and efficiency. All people must promote the culture of learning and teaching. Quality education is only possible if all stakeholders (principals, teachers, parents and learners) assume their responsibilities and contribute meaningfully in education.

CHAPTER FIVE

**CONCLUSION AND RECOMMENDATIONS REGARDING THE CHANGING
LEADERSHIP ROLE OF SCHOOL PRINCIPALS**

5.1   INTRODUCTION

In this chapter, the empirical research conducted in chapter three and the data analysis that followed in chapter four, are integrated in order to present the conclusion and recommendations. In this chapter the focus will be on the discussions of the research findings. It should also be noted that such findings might either be different from or similar to other studies conducted.

5.2   SUMMARY OF RESEARCH FINDINGS

Madsen and Hipp (1999:260) maintain that the principal's leadership role in school governance requires visionary leadership. Decision-making is of prime importance to any educational institution, in fact to any organisation for that matter. Participative management does not only constitute one of the main factors which determines the survival of an educational institution, but also requires a continuous process in order to avoid a conflict situation. During the last number of years there has been a tremendous expansion regarding the leadership role of the school principals (Van der Westhuizen 1995: 1). One is confronted with many interesting ideas and this is reflected in the use of different labels in an analysis of the changing leadership role of school principals. In this regard Van der Westhuizen (1995: 1-2) makes a distinction between the principal as *school manager*, (1960s and 1970s), as an *instructional leader* (the 1980s) and as the *transformational leader* (the 1990s). Summarising the role of the principal it is clear that he or she is:

- responsible for managing the daily operations necessary to sustain the school,

- organisationally and professionally responsible for supporting and improving the school's instructional goals and related activities,
- to work through direct and indirect personal interactions with other stakeholders within the school,
- to use authority to influence the allocation of resources and harmonise the conflicting and competing special interests of all the stakeholders.

The South African Schools Act of 1996 (No. 84 of 1996), stipulates that a governing body must govern a school and that parents, educators, non-educator staff, learners and the principal (ex-officio) should serve on the governing body. The democratization of education by involving all stakeholders brings about a changing leadership role of the principal because (s)he is now expected to bond these groups. DuFour and Berkey (1995:2) contend that focusing on people is the most effective way to change any organisation. In fact, they argue that organisations do not change, only individuals change. It is only when the people within an organisation change that the organisation can be transformed. If the premise that people have to participate in decision-making is correct, then it follows that the leadership role of the principal is to help create conditions which will enable parents, teachers and learners to develop so that the school can achieve its goals more effectively.

The data collected by means of a questionnaire were analysed and in the following paragraphs the major findings are discussed.

- With the advent of the democratic government in 1994 the then Minister of Education, Prof SME Bengu, set about implementing a policy on school governance which stresses the introduction of collaborative decision-making processes which should reflect the participative principles of a democratic society. This was done in order to harmonise school democracy with political democracy which began with the ANC-led government. The pursuant thrust towards the principles of greater community participation and collaboration in decision-making means that areas of authority and some dimensions of power, be moved from the principal to the school governing body. It is in the light of the

above that the school principal should be well prepared and nurtured because the principal is the catalyst of change management at school. Our education system should make provision for the coaching, mentoring and training of principals (Van der Westhuizen & Harrison 1989, in Teleki 1995:12). A well-prepared principal can only manage the school successfully if teachers, parents, learners and community members do not encroach on the management of the school.

- The study reveals that the new school governance structure presents challenges to school principals. The totality and complexity of restructuring confronts principals with a daunting range of roles and responsibilities (Harrison 1998:59). The challenges presented to school principals through restructuring are perceived to be daunting because for some school principals, particularly those whose earlier careers were developed under more centralised management systems, the changes ushered in are perceived as threatening, while for others, they are seen as unwelcome (Dimmock 1999:441-2). School principals now face dilemmas as to which roles, relationships and practices to maintain, introduce and/or discard. Nor are conditions necessarily any easier for novice school principals, who, with relatively little experience to call on, strive for effectiveness in the fast changing and unpredictable educational environments. Many of the more recent changes related to participatory decision-making generate entirely new roles and responsibilities for schools principals to perform. The South African Schools Act (No. 84 of 1996) advocates for more collaborative work relationships, and requires team work and participative decision-making. Principals are expected to work more closely than ever before with parents, teachers and local community members. Interactions among the stakeholders, principals, teachers, learners, parents and local community members, district, provincial and national office staff and politicians, are crucial as schools assume more responsibility and discretion while being held to greater accountability (Dimmock 1999: 443-4). In short participative management changes both the culture and climate of schools.

- The study reveals that participatory decision-making is effective. According to Sayed and Carrim (1997:91), the demand for democracy and participation in South African education

has a long history, stretching from the flight of the first slaves from their colonial masters in the early 17th century to the intense and bitter students protests of the 1980s. Central to these struggles were two key ideas:

- that decision-making in schools and school governance structures should include all sectors/role-players/stakeholders.
- that greater representation would ensure educational accountability, legitimacy and democracy.

Democracy in the workplace in the sense of participation is firstly seen as morally good because it is consistent with the broader democratic ideals and values of society (Beckmann & Blom 2000:2). However moral justification is based on the notion of mutual beneficence and the principles, amongst others, of tolerance and respect for others. Participatory decision-making is about ownership. It is based on one major belief namely; *that the school is a centre of critical inquiry and not a target of change.* It also involves networking and personnel-centred activities that include a collaborative approach to management and governance. This view includes the attitude that school goals, strategies and activities will be designed for the specific school and will be determined collaboratively by teachers and principals, and to a lesser degree, by community members and learners. It means that stakeholders have more opportunities to participate in decision-making. For teachers this implies greater participation in collaborative decision-making processes and moving away from a traditional top-down approach where the scaling down of the hierarchy leads to the point of teacher participation as equal partners in school improvement (Goldman et al.1993, in Beckmann & Blom 2000:2).

- The study corroborates that the governing body is responsible for the formulation of the school policies. According to Heystek and Louw (1999:21) the role of parents in schools should change to that of being important decision-makers. Previously parents were perceived as *clients,* and they did not have any say in the management and governance of schools. Accordingly, the South African Schools Act (Republic of South Africa 1996d:14) compels parents to participate in the governance of schools. Other matters like fund

raising, assisting teachers with academic or extra-mural activities are voluntary and parents must be motivated and trained so as to participate meaningfully**.**

▪ The study reveals that the principal may not delegate management functions to the school governing body members. This is indeed, consistent with the South African Schools Act (No. 84 of 1996). The Act differentiates between the professional management of the school and governance (Republic of South Africa 1996d:14). Governance and management are interwoven elements in a process that is aimed at enabling schools to provide effective and efficient education. Such a provision requires clear policies and the generation, distribution and utilisation of resources in an accountable, equitable and effective manner. Discrete definitions of governance and management are difficult, if not impossible, so close is the relationship between them. While there are certain functions which are clearly governance and some which are patently management, there are yet others which could arguably be assigned to either, depending on the demands of the task to be performed. *Governance* is widely agreed to be concerned with the formulation and adoption of policy and *management* refers to the day-to-day delivery of education (Republic of South Africa, 1995:52). Generally, stakeholders should be involved where policy matters are decided, while day-to-day decisions about the administrative and organisational activities and activities which support teaching and learning in the school should be in the domain of the school principal, although stakeholders should be allowed to comment on and make suggestions with regard to such decisions.

▪ The study reveals that parents should participate in school activities. Sayed and Carrim (1997:95) argue that despite the diverse ways in which the community may define positive relationships and the problems which have been identified in the field of community education, it is accepted axiomatically by many South African school principals that the parents should and must participate in education. This is clearly the case in school governance where it is believed that the school should reflect the views of the community that it serves (Hoberg 1994:45). This idea is corroborated by Martins (1997, in Heystek & Louw 1999:21) who indicates that principals of South African schools express the desire

that parents must participate more actively in school activities with the aim of improving the quality of education. Gene and Storeman (1995, in Heystek & Louw 1999:21) mention that the participation of parents in schools has a positive influence on the academic achievement of children. Both parents and teachers must take note of these important reasons why it is vital for parents to participate effectively in school activities. The South African Schools Act (No. 84 of 1996) (Republic of South Africa 1996d:14) compels parents to participate in the governance of schools.

- The study reveals that collaborative decision-making is effective. The changing leadership role of the school principal with regard to collaborative decision-making is more facilitative and participative (Lange 1993:99). A study conducted by Lange (1993:99-100) reveals that commitment is created as staff members become part of the solution and feel responsible for their decisions. Furthermore, the study reveals that as principals engage teachers in participative management a sense of teamwork and cohesiveness develops. In addition, the principals actively seek staff input prior to making decisions, thus fostering a sense of teamwork and unity. Hoberg (1994:45) maintains that effective school principals should strive to become public relations experts in their own right. The creation of a positive school climate is probably one of the most demanding tasks of the school principal. Hoberg (1994:45) further argues that effective school principals are capable of recognising the vocational needs of teachers and can render assistance in terms of goal achievement. This is achieved through direct leadership, encouragement and acknowledgement of the successes, completed work and loyalty of the staff. Teachers are one of the best human resources for change because they understand the systemic problems in public education. This means that their involvement in the decision-making process might enhance the desired school goals.

- No significant differences were found to exist as the result of the introduction of participatory decision-making in schools. In particular, the variances indicate that the respondents may have been uncertain about conflicts which have ensued as the result of the implementation of the South African Schools Act. These findings appear to be

consistent with the study conducted by Bauch and Goldring (1998:30), who conclude that participatory decision-making enables teachers to participate in school decisions and provides for the developmental needs of both teachers and principals in learning to work collaboratively. It further makes principals and teachers to work together effectively in a balanced power relationship. Steyn (1998:131) suggests that if participatory decision-making is to succeed in South African schools, teachers must be at liberty to make informed decisions and share power equally with the school principal. This requires shared decision-making with those whose commitment is necessary for effective teaching and learning. Harrison (1998:59) reports that conflicts between school principals and teachers over management issues fail to consider adequately the varying views that each stakeholder holds.

- The study reveals that in-service training for school financial management should be provided to the school principals on an ongoing basis. Since financial management is a relatively new concept for the majority of South African school principals, it may be vital that training programmes and advice be given to principals and prospective principals (Bisschoff & Sayed 1999: 312). With reference to this, Hill (1989, in Bisschoff and Sayed, 1999:312) remarks that as we move away from a system where school principals were not required to manage considerable amounts of finance and budgets, it is clear that principals need training and continued support. Blanchard et al (1989, in Bisschoff and Sayed 1999:312) echo the same view when they mention that with the rapidly changing leardership role of the principal, training is essential and vital. Without the necessary training the new system is threatened with failure. Therefore, even in circumstances in which change is welcomed, the enthusiasm with which school principals embrace change can quickly turn to frustration.

5.3   RECOMMENDATIONS

- Democratisation, shared decision-making, participative management and teacher empowerment are not new concepts in education (Steyn 1998:132). This study reveals that

principals understand their roles. The successful implementation of participatory decision-making depends on proper role classification. Walker (1995, in Steyn 2000a:269) believes that quality education can only happen when teachers are totally committed and this commitment can only occur when they are empowered. The first step in empowering people in an organisation is to involve them in identifying, evaluating and solving problems. Everyone is worthwhile and has something to contribute to the institution. This is in contrast with the traditional approach where emphasis has primarily been on the school principal (Steyn 2000a:269). Steyn (2000a:270) defines empowerment as the recognition of the contributions made and that   every staff member:

- plays a part in determining his or her work

- participates in evaluating the outcomes of work

- has the authority necessary to do the work

- acknowledges all changes in work

- is accountable to decisions that influence his or her work and workplace relationships.

Teachers who feel in control of their actions do not feel intimidated by external pressure to meet certain standards and teachers being the closest to learners fulfil a crucial link towards quality learning. Teacher empowerment is welcomed because it encourages principals, teachers and other stakeholders to become part of the decision-making process by receiving ownership of decisions which affect them (Steyn 1998:132).

- This study reveals that collaborative decision-making is effective in promoting teaching and learning. When democratising schools structures need to change to allow for greater participation. Appropriate structures, procedures and processes for participatory decision-making are central characteristics to quality curriculum delivery. The school should be structured in such a way that hierarchical differences are diminished and that teachers are given professional autonomy and collegial involvement in decisions-making. This is confirmed by Steyn (1998:135) who advocates flatter organisational management structures for the sake of school effectiveness. According to Dimmock (1995:172) effective school principals manage schools through people. The most common failure of principals

stems from an inadequate understanding of people whether they are learners, staff or parents. Principals express their belief in people by delegating responsibility and trust. This kind of leader is willing to relinquish and share power with others and is able to generate a community of leaders in which every member becomes a leader in some way, at some time. Principals who cannot delegate cannot get the best input from their staff.

- This study reveals that the introduction of participatory decision-making has not led to proxy conflicts. Teachers desire committed, positive and decisive leadership, but they also want to be listened to and have their views considered by principals. When participative management is introduced, teachers must perceive the principals as truly committed to shared decision-making. Principals should believe that their staff have the ability to make good decisions, that staff should participate in decision-making and that better decisions can be made as a result of teacher- participation.

- This study reveals that principals, parents, learners and teachers work together productively and respectfully. Communication among members is important if everyone is to experience their meaningful contribution to decision-making. Everybody should feel that they have a say in the final decision. Existing communication channels such as meetings, gatherings, newsletters and internal memoranda could be used to develop communication.

- This study reveals that capacity building programmes offered to principals, teachers and parents are not enough. In view of the major changes taking place in education today and the fact that change affects the running of schools, it is imperative that immediate attention be devoted to offering support programmes to school principals. Education authorities are primarily responsible for ensuring that all role-players are trained thoroughly in professional management and governance. In turn, school principals are expected to give guidance to governing bodies (Republic of South Africa, 1996d sect. 19 (2). Training should therefore start with the principals, however, this implies that it should be ongoing.

5.4. CONCLUSION

For the South African Schools Act (No. 84 of 1996) to achieve its desired outcomes, the traditional top-down approach to management has to be abolished in favour of a participatory decision-making one. Principals, parents, teachers and learners must be free to make informed decisions and share equal power in the school. A major challenge facing principals in participatory decision-making is the shift from being the sole authority to sharing authority with all the stakeholders in the school. Their leadership role places them in a central position and they should not ignore the very people who can contribute towards the achievement of school goals. Principals who are implementing participative management should develop their own support system by forming support groups, a forum for encouragement and create the opportunity to share successes, to analyse failures and to develop new strategies.

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APPENDIX 1

A LETTER OF APPROVAL FROM THE SENIOR MANAGER (STRATEGIC POLICY DEVELOPMENT, RESEARCH COORDINATION) TO GRANT PERMISSION TO CONDUCT RESEARCH IN GDE SCHOOLS

APPENDIX 2

A QUESTIONNAIRE TO COLLECT DATA

DEPARTMENT OF EDUCATIONAL STUDIES

The aim of this investigation, directed at school principals, is to better understand the challenges confronting principals as a result of the implementation of the South African Schools Act of 1996. It also aims to assess the role you play in the participatory decision-making milieu of your school.

Dear Colleague,

South Africa is one of the countries that have decentralised some educational decision-making powers to the individual institution level, where the institutions through their school governing bodies take responsibility for certain educational decisions. The School Governing Bodies have been in existence since early 1996 as part of the National Education Department's effort to allow local participation and accountability.

> Would you please spare a few minutes of your time to complete this questionnaire
> Please note!!!

- Do not write your name on the questionnaire, it remains anonymous.
- There are no correct or incorrect answers in Sections B & C, your first spontaneous reaction is the most valid one.
- This is not a test of your competence. We merely require your honest opinion in order to obtain reliable and trustworthy data.
- Please answer ALL the questions.
- Please return this questionnaire to the person from whom you received it, after having completed it.
- It should be returned by ……………………………

Thank you for your valuable time and input.

Yours faithfully

……………………………………….   …………………………………..
NM MASHEULA   PROF IA COETZER
PO BOX 5039   DEPT. OF EDUCATIONAL STUDIES
P.O DUDUZA   PO BOX 392
1496   UNISA
(011) 810-4249/082 971 5408   0003

QUESTIONNAIRE ON THE CHANGING LEADERSHIP ROLE OF THE SCHOOL PRINCIPAL IN THE PARTICIPATORY DECISION-MAKING MILIEU.

SECTION A　　　　:

Circle the applicable number where necessary

EXAMPLE　　　　:　　　FOR COMPLETING SECTION A

If you are a male then circle as follows

1. Gender	
Female	1
Male	②

1. GENDER

Female	1
Male	2

2. YOUR TEACHING EXPERIENCE (IN COMPLETED YEARS)

5 years and less = 1	1
6 – 9 years = 2	2
10 – 14 years = 3	3
15 – 19 years = 4	4
20 + years = 5	5

3. NUMBER OF COMPLETED YEARS AS PRINCIPAL

5 years and less = 1	1
6 – 9 years = 2	2
10 – 14 years = 3	3
15 – 19 years = 4	4
20 + years = 5	5

4. YOUR HIGHEST ACADEMIC QUALIFICATION

Lower than grade 12 =1	1
Grade 12 =2	2
Post school diploma =3	3
Bachelor's Degree =4	4
Post Graduate Qualification =5	5

5. YOUR SCHOOL IS A:

Primary School	1
Secondary School	2

6. MOST SENIOR POST HELD PRIOR TO BECOMING PRINCIPAL AT THIS SCHOOL

Educator	=1	1
Head of Department	=2	2
Deputy Principal	=3	3
Principal	=4	4
District Official	=5	5
Other (specify)	=6	6

SECTION B : For this part of the questionnaire, indicate your response by circling a 1 , 2 , 3 , 4 or 5.

To what extent do you agree/disagree with the following statements:

1. The new school governance structure presents challenges to the principal in re-designing the internal work organisation of the school.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

2. To be an effective manager, the principal should have a clear understanding of the South African Schools Act of 1996.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

3. Participatory decision-making is effective in terms of management.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

4. Involving parents in their children's education improves learners' academic perfomance.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

5. The governing body is responsible for the formulation of the school's policies.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

6. Governing body members should constitute the interviewing panel when selecting and recommending human resources at school.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

7. The principal may delegate management functions to governing body members.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

8. Parents should decide on the school curriculum.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

9. Governing body members should participate in the formulation of the school's mission, vision and values.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

10. At school, everyone is considered a decision maker within his or her area of performance.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

11. People work together productively and respectfully regardless of post levels.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

12. The introduction of participatory decision-making has led to proxy conflicts (i.e. questioning of the leadership style of the principal as regards his or her accountability to educators, parents, learners, community).

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

13. Collaborative decision-making is effective.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

14. There is adequate provision for capacity building of governing body members.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

15. In-service training on school financial management should be provided to the principal on a continuous basis.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

16. A course on school financial management should be compulsory in the educator training curriculum.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

17. The parent component of the governing body has no role to play in the day-to-day management of the school.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

18. The principal should promote the school's image.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

19. Parents within the school governing body execute their roles without hitches.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

20. Parents should be in the majority in the school governing body.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

21. Teachers understand their roles.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

22. The Representatives Council of learners should manage learners academic affairs at school.

Strongly agree	Agree	Not sure	Disagree	Strongly disagree
1	2	3	4	5

SECTION C : PARTICIPATION GRID

For this part of the questionnaire, indicate your response by indicating the level of participation in each cell.

What is the level of participation of the stakeholders when dealing with activities identified below. Use this response category choices :

1. Never   2. Rarely   3. Sometimes   4. Always   5. Not sure

	Deciding on the school budget	Deciding on the school expenditure	Day-to-day management of the school	Governance (policy making)	Organising sports	Staffing	Strategic planning	Staff development programmes
Learners								
Principal								
Deputy Principal								
Head of Department								
Teachers								
Parents								
Governing body								
(District,Provincial & National Office)								
Other (please specify);								

Response page

V1

| 0 | 0 | 0 | 1 |

Question number	Answer	For office use
1.		V2
2.		V3
3.		V4
4.		V5
5.		V6
6.		V7

Response page

V1

0	0	0	2

Question number	Answer	For office use
1.		V2
2.		V3
3.		V4
4.		V5
5.		V6
6.		V7
7.		V8
8.		V9
9.		V10
10.		V11
11.		V12
12.		V13
13.		V14
14.		V15
15.		V16
16.		V17
17.		V18
18.		V19
19.		V20
20.		V21
21.		V22
22.		V23