SCHOOL MANAGERS’ PERCEPTIONS OF TEACHER UNIONS IN THE VRYHEID REGION

by

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DECLARATION

I declare that "School Managers' Perceptions of Teacher Unions in the Vryheid Region" is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

[Signature]

DOCTOR MBUKENI NTSHANGASE
DEDICATION

This work is dedicated to:

- my parents, Zeblon and Emmelina
- my wife, Thuli, and our children, Malusi, Lwazi, Ndabenhle and Khanyisile
- every school manager whose heart is touched by brutality towards and the abuse of children.
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SUMMARY

This study is based on a need for teacher union involvement in the management of schools to enhance effective teaching and efficient learning. The rationale behind it was to disclose the current perceptions of school managers concerning teacher union involvement in the management of schools in the Vryheid region, with a view to determining the extent to which their perceptions of teacher unions could be positively influenced to allow for proper consultative school management as well as active participation of teacher union members in the decision-making process.

The study revealed that the school managers' perceptions and attitudes are central to teacher union involvement in the management of schools. If negative, no effective participatory school management can materialise. The role of the perceptions and attitudes of school managers in the realisation of the goal of participative school management is indispensable. The empirical survey and literature revealed that school managers are in a good position to address the serious shortcomings regarding the manner in which teacher unions are perceived in schools.

KEY TERMS

school manager; perceptions; teacher union; participative school management; school management team; labour union; unionisation; school conflict; site committee; teacher union involvement.
ACRONYMS

AEROSA: Association of Education Officers in the Republic of South Africa
ANC: African National Congress
ASE: Association of Supportive Educators
ATASA: African Teachers Association of South Africa
CATA: Cape African Teachers' Association
CATU: Cape African Teachers' Union
COLTS: Culture of Learning, Teaching and Service
COSATU: Congress of South African Trade Unions
FAK: Federasie van Afrikaanse Kultuurvereniging
NAPTOSA: National Association of Professional Teachers' Organisation of South Africa
NATU: Natal African Teachers' Union
NECC: National Education Co-ordinating Committee
NEUM: Non-European Unity Movement
NOU: Natalse Onderwysersunie
NTS: Natal Teachers' Society
NTUF: National Teacher Unity Forum
NUT: National Union of Teachers
OFSATA: Orange Free State African Teachers' Association
SACP: South African Communist Party
SADTU: South African Democratic Teachers' Union
SANC: South African Native Congress
SANCO: South African National Civic Organisation
SAOU: Suid-Afrikaanse Onderwysersunie
SEASASA: Science and Engineering Academy of South Africa
TATA: Transvaal African Teachers' Association
TO: Transvaalse Onderwysersvereniging
TTA: Transvaal Teachers' Association
TUATA: Transvaal United African Teachers' Association
UDF: United Democratic Front
CHAPTER 1

GENERAL ORIENTATION TO THE STUDY

1.1 INTRODUCTION

The birth of the South African Democratic Teachers' Union (SADTU) in October 1990 has stimulated much debate over the relevance and role of trade unions in the education system. The efficacy of trade unions in education was called to question by various persons, including some eminent educationists. In the "City Press", Dr Gordon Sibiya, director of the Science and Engineering Academy of South Africa (SEASA), claimed that the unionisation of the teaching profession was detrimental to education (Sibiya 1993:6). Similar sentiments had been expressed by parents as well as students when they complained that chalkdowns, stayaways and strike actions by teachers contribute to poor examination results (Pillay 1997:1).

The continued debate over the role and the efficiency of trade unions in education showed that there is a remarkable difference of perceptions between the school managers who, by virtue of their positions, are the protectors of community interests, and the teacher unions that protect the rights and interests of workers (Poltrock & Goss 1993:178). Constant conflicts, limited participation by school managers in the teacher union meetings and lack of social coordination prevailed between school managers and teacher union members, indicating a lack of collective interaction in education between these stakeholders. Most school managers in the Vryheid region usually refrain from joining forces with the militant teacher union members. The non-participation of most school managers in regionally organised rallies and stayaways had sometimes marred the relationship between those school managers and teacher union members (Qwelane 1993:29).
Teacher union members who attended rallies and stayaways had sometimes been portrayed as groups of activists who are interested in “toyi-toying” instead of doing their duties during school hours. This was borne out of the unfortunate media coverage by journalists who pointed out that strike actions and stayaways by teacher union members were detrimental to the education of children (Khumalo 1993:6). The negative coverage of teacher union activities was the result of, *inter alia*, the disruption of schooling because of strike actions and rallies by union members, the education departments' reluctance to recognize SADTU which resulted to tensions between the union and the educational authorities, and a lack of communication between union leaders and journalists (Vadi 1993:82).

Some stakeholders, including educational authorities, have called for the disbandment of the militant teacher unions in favour of a more professional teachers' body. Constant criticism of the militant teacher unions as well as victimization of union leaders showed remarkable difficulty on the part of some educational authorities to recognise the progressive, militant teacher unions. Even now, it is only because of a stronger link with the Congress of South African Trade Unions (COSATU) that the militant teacher union survives. The researcher has realized that incorporating militant teacher union members into school management teams involves problems which few school managers have been prepared to manage. According to Hartshorne (1988:3), the kind of policy, climate and environment in which South African school managers had been conditioned to operate had the characteristics of being inflexible, doctrinate and authoritarian. In the wake of the current educational and political reform, the change of attitude towards teacher unionization and the collective involvement of teacher unions in the school situation are indispensable.

In this research project an investigation to establish the school managers' perceptions with regard to teacher unions is conducted. This work is an attempt to disclose the school managers' real perceptions, feelings and aspirations about the unionization of the teaching profession. This is done by determining the extent to which historical background, media coverage and political ideology influence the
school managers' perceptions of teacher unions. The actuality of this study is to
determine the extent to which the school managers' perceptions and beliefs allow
them to incorporate the teacher union members in their school management
teams. The evaluation of the school managers' perceptions of teacher unions is
necessary because in South Africa, and particularly in the semi-rural areas such
as the Vryheid region, teacher unionisation is a relatively new phenomenon. As
the role of unions expands and as their position as legal representatives of
teachers' interests becomes further legitimized, it becomes clear that school
managers have to involve union members in the decision-making process. This
study therefore concentrates, among other things, on the school managers'
preparedness to co-operate with the militant teacher unions in the management
of schools in order to promote effective teaching and efficient learning.

For effective teaching and efficient learning to take place there should be proper
teacher union involvement and greater teacher participation in the management
of schools. The importance of teacher union involvement in the management of
schools is highlighted by Poltrock and Goss (1993:181), when they suggest that
the school managers' willingness to cede traditional decision making authority
would help to alleviate the distrustful, adversarial and conflictual relationships that
have characterized the labour relations between teacher unions and school
management. This study examines how teacher unions and school management
function in cohesion as a combination of social units to make teaching and
learning in schools in the Vryheid region effective.

The emphasis of this study is on the school managers' perceptions of teacher
unions, so as to assess whether their perceptions place the emphasis on the
representativeness of a cohesion or on the interwovenness of different social
structures, with teacher unions featuring greatly in that interconnectedness.
1.2 STATEMENT OF THE PROBLEM

1.2.1 Background to and significance of the study

A cross-section of the field of educational management reveals that very little research has been conducted on school managers' perceptions of teacher unions. The relative unavailability of literature on the perceptions of school managers with regard to the unionization of the teaching profession is in itself an indication that research has to be done in order to provide more insight and improved approaches to this issue. It is important to note that teacher unionization, in its present form, is a relatively new phenomenon in the South African education system. Previously teachers were prohibited from organising themselves in a trade union fashion. Restrictions were placed on the recognised teacher associations and they could only negotiate on issues related to salaries and conditions of service (Hartshorne 1992:304). As from 1993 there has been a shift in the balance of power within the education system. Teacher unions have since 1993 acquired full collective bargaining rights, and for the first time in the history of the South African education the principle of the right to strike action by teachers is recognized (Vadi 1993:87).

The recognition and acceptance of teacher unions into the education system has not been a smooth and harmonious process as there have been some educational authorities who were reluctant to give recognition to the militant teacher unions. When the education authorities refused to recognize the militant teacher unions, this resulted in stayaways and strike actions by the teacher union members, which, in turn, interrupted schooling (Vadi 1993:87). Teacher union members refused to comply with departmental instructions such as the filling in of leave forms when they were absent from school on protest marches, and they also refused to allow principals, subject advisors and inspectors access to their classes for purposes of supervision (Hartshorne 1992:321). The conflict between teacher unions and the education departments had a negative impact on the administrative duties of the school managers. Mosoge (1990:31) maintains that school managers were at the
contact point with militant teacher union members, and in most instances they became the target of the union action. It has frequently been observed that even now there are certain school managers who find it difficult to incorporate militant teacher union members into their school management teams.

The school managers in South Africa were conditioned to operate in an undemocratic, bureaucratic environment (Hartshorne 1988:3). This has hindered interaction between school managers and teachers. The exclusion of teachers from any control over the running or management of the school is one of the concerns of teacher unions. Teacher unions are now challenging this tradition of placing decision-making under the sole jurisdiction of the school manager and they want their members to be actively involved in the decision-making in a wide range of areas (Casner-Lotto 1988:12).

1.2.2 Problem statement

School managers play a major role in the development of teachers, and research shows that teachers regard school managers as the important factor in their success (Poltrock & Goss 1993: 181). As people tend to define themselves on the basis of their perception of how others define and evaluate them, teacher union members evaluate their own value in terms of their school managers' perceptions and expectations of them. School managers' perceptions of teacher unions may be influenced substantially by teacher union members' attitudes and behaviours of which the teacher union members may not even be aware (Bascia 1990:311).

What is subsequently of major importance is not the teacher union members' actual behaviour towards their school managers, but rather the school managers' perceptions of such behaviours. School managers' perceptions of teacher unions significantly influences teacher union members' behaviour in various ways. For example, school managers' perceptions may influence teacher union members' self-concept, level of aspiration, self-expectation, achievement, school attendance,
discipline, their attitude towards their school, and so on (Schunk & Meece 1992:55). School managers' perceptions of teacher unions stem mainly from their evaluations of their teachers, and these perceptions are, often unintentionally, reflected in the behaviour of school managers and in the messages that they communicate to the teacher union members (McAllister 1990:204).

School managers can play a major role in the motivation and development of teacher union members. Research in South Africa on school managers' perceptions of teacher unions is, however, limited. This study will be investigating school managers' perceptions of teacher unions in the Vryheid region, an area in the KwaZulu-Natal Province.

The above exposition gives rise to the following questions:

- To what extent do school managers' perceptions of teacher unions influence their attitudes and behaviours towards teacher union members in the Vryheid region?
- What effect do school managers' perceptions of teacher unions have on teacher union members' performance in classrooms?
- How can co-operation between school managers and teacher unions be expanded in order to contribute to the improvement of the school management system?

1.3 AIMS OF THE STUDY

The purpose of this study is to:-

- pursue theories of schools managers' perceptions of teacher unions in the management of schools and their influence in the management of schools
through the ages. This will be done by surveying the history and theory of teacher's unionisation in the past and present. Reference will be made to the past because the discipline of education is intimately concerned with the past, as any educational problem is studied in its manifestation through the ages. This is done so as to determine what happened at a given time, and how teacher union members' behaviour might have influenced school managers' perceptions of teacher unions.

- survey school managers' perceptions of teacher unions with a view to determining the extent to which the teacher unions and school managers co-operate in achieving their objectives and fulfill their obligations of providing the child with effective teaching. This will be done by surveying teacher union involvement in the management of schools in foreign countries so as to find out the common problems encountered and how those problems were solved. The researcher will relate those solutions to our problems as far as teacher union participation in the management of schools in the Vryheid region is concerned.

- provide guidelines and recommendations for the involvement of teacher unions in the management of schools in the Vryheid region.

1.4 RESEARCH METHODS

While a more detailed explanation of the methodology, the rationale for the choice of methodology and research design are presented in Chapter 3, a basic overview will be given in this chapter. The research focussed on the school managers' perceptions of teacher unions. The research methods that helped to disclose these perceptions were followed. These research methods included a literature survey and a questionnaire (cf Appendix A).
1.4.1 Literature survey

A study of literature on perceptions and interaction between school managers and teacher unions was undertaken. Overseas literature as well as South African sources were studied. The literature study was used to gather information about teacher union involvement in the management of schools in general and in the Vryheid region in particular. The literature survey was based upon the longitudinal consideration of recorded data indicating what has happened in the past and what the present situation reveals.

Literature material relevant to this work, for example literature on school managers' perceptions of teacher unions and on teacher union involvement in the management of schools was selected. The process involved the consultation of journals, bulletins, periodicals, theses, newspaper cuttings and every possible secondary source of information related to this work.

1.4.2 The questionnaire

To supplement the information not available from documents, a mail questionnaire was used as a data-collecting tool (cf Appendix A) This questionnaire had to be completed by school managers in the Vryheid region.

A mail questionnaire was considered suitable for this study because it is an economical and convenient way in which the researcher could communicate with respondents, since the target population was widely and thinly spread (cf Figure 3.1). Leedy (1989:143) maintains that the questionnaire is the most used technique in normative research, as it permits wide coverage with minimum effort, thus prompting greater validity in results and eliciting more candid and objective replies because of its impersonality. This was also found in this study (cf Chapter 3).
1.5 DEMARCATION OF THE FIELD OF STUDY

The Vryheid region is one of the eight education regions comprising the KwaZulu-Natal Education Department. It is situated in the north-western part of KwaZulu-Natal. The region covers seven magisterial districts, which include towns like Utrecht, Dundee, Nqutu, Paulpietersburg, Glencoe, Louwsburg and Babanango. The region is divided into four education districts with offices at Dundee, Nqutu, Paulpietersburg and Bhekuzulu. There are fifteen circuits, five hundred and thirty-two schools, and four thousand eight hundred and thirty-five teaching posts.

Before the introduction of a single, non-racial education system in April 1994, the Vryheid region was non-existent. The education of the people of the Vryheid region was previously under the authority of the different education departments. There was the Department of Education and Culture-House of Assembly, responsible for White students; the Department of Education and Culture-House of Representatives, responsible for Coloured Education; the Department of Education and Culture-House of Delegates, responsible for Indian Education; and the two Education Departments, that is the Department of Education and Culture (KwaZulu Government) and the Department of Education and Training, which were both responsible for the provision of education to Black pupils.

With the introduction of a single, non-racial education system, all the schools in the north-western part of the province of KwaZulu-Natal were brought together under the control of one regional chief director. The bringing together of the traditionally separated schools into a single region is referred to as the regionalisation process. Before this process the schools were managed differently by the different racial education departments, which means that each racial department had its own education policy.

In this study the researcher chose the Vryheid region as his field of study because, unlike most education regions in KwaZulu-Natal, the Vryheid region has different
types of schools under its jurisdiction, which are very distinct in their diversity. These schools are managed differently, which points to the fact that the school managers in the Vryheid region have different managerial backgrounds. The Vryheid region is therefore a microcosm of the KwaZulu-Natal province, representative of other regions, reflecting the school management system as functioning in the whole of KwaZulu-Natal province. Thus, a study in the Vryheid region, with particular reference to the school managers' perceptions of teacher unions, will hopefully cast more light on the problems surrounding the management of schools in KwaZulu-Natal as well as in the entire country.

1.6 LIMITATIONS OF THE STUDY

The researcher expected to be limited in the study by the following aspects:

- The scarcity of literature on the perceptions of school managers concerning teacher unions makes it difficult to determine exactly where relationships, differences and shortcomings exist. It is not easy to compare the findings of this research with those of other researchers in this field. It is therefore difficult to ascertain if any change of perception in school managers with regard to teacher unions has taken place since the introduction of a single, non-racial education system, as well as the inception of the South African Democratic Teachers' Union (SADTU).

- There are some school managers and officers of the Education Department who want to avoid any form of conflict with the militant teacher unions. Such an attitude gives the impression that there is co-operation between those school managers and the militant teacher unions, whereas, in reality they have succumbed to the demands of the militant union members by compromising important issues or by carrying out departmental policies inadequately (Orlosky, McCleary, Shapiro & Webb, 1984:32). These school managers usually do not keep records and minutes of meetings between
them and the rebellious union members. This is a problem for this study because the real perceptions of these school managers about teacher unions are hidden under these pretences. Following this case, the researcher foresees the problem of responses that would be manipulated so as to give the impression that teacher unionization is favoured by school managers in such schools.

1.7 DEFINITION OF CONCEPTS

For a better understanding of this study it is imperative that certain terms and concepts are clarified. It is therefore important to define the key concepts such as school manager, perception, teacher union, and so on, within the context they will be used in this study.

1.7.1 School manager

According to Everard and Morris (1990:5) school managers are those teachers who have some responsibility for planning, directing, organising and controlling the work of other teachers. Dekker and Lemmer (1993:361) maintain that school managers are those teachers who occupy the middle level in the levels of educational hierarchy. The top level of this hierarchy is occupied by the system managers, and the classroom managers occupy the bottom level. The middle level, also referred to as the school management level, consists of persons who are responsible for the co-ordination and control of the activities to allow for the proper functioning of the schools. For the purpose of this study, the concept "school manager" has been used to refer to those persons who have some responsibility for planning, directing, organising and controlling the work of teachers. "School manager", "school administrator", "head teacher" and "middle manager" are terms used interchangeably in this study, and include superintendents of educational management, principals of schools, deputy or vice-
principals and other management positions within the school and wider education system.

1.7.2 Perception

The concept “perception” is derived from the verb “perceive” which refers to the ability of the mind to refer sensory information to an external object as its cause (Concise Oxford Dictionary 1990:883). Nel (1988:53) maintains that there are five sensory systems, corresponding to the senses of taste, touch, smell, hearing and sight which underlie the five modes of perception. He further states that each sensory system consists basically of a well organised system of receptors to receive messages from outside; nerve tissues which take the messages to centres within the brain where something happens which enables man to perceive. To perceive therefore means to become aware of something by means of the senses of vision, hearing, touch, smell and taste. According to Kruger, Oberholzer, Van Schalkwyk and Whittle (1983:60), perception always implies a reciprocal relationship or dialogue between the perceiver (the person who hears, sees, tastes, and so on) and the perceived (an object, a person, an activity, a process, and so on). They describe “perception” as a mode of experience. They further maintain that the perceiver perceives in terms of his past experience and knowledge, with a view to achieving a particular aim and within a particular situation. In this study the concept “perception” has been used to refer to the understanding and meaning attached to teacher unions by school managers.

1.7.3 Teacher union

The union refers to the act or state of being united (Concise Oxford Dictionary 1990:1338). In working places workers in a trade, group of trades and a profession, unite in the form of a trade union. A “trade union” can thus be defined as an organised association of workers, formed to protect and further their rights and interests (Concise Oxford Dictionary 1990:1293). When teachers organise themselves in a trade union fashion, such an organisation is called a “teacher
union”. In South Africa, the question of teachers being organised in a “union” has divided the teaching profession. The progressive teacher unions that support the concept of teachers as trade unionists have united to form the South African Democratic Teachers’ Union (SADTU), whereas those teacher organisations that believe in organising teachers into professional associations have federally structured themselves under the National Association of Professional Teachers’ Organisation of South Africa (NAPTOSA) (Mothata 1996:10). For the purposes of this study the concept “teacher union” has been used to refer to the teacher trade union movements which are organised to protect and further teachers’ rights and interests, and which focus on economic and political priorities.

1.7.4 Site committee

According to the Concise Oxford Dictionary (1990:1135) a “site” means a place where some activity is or has been conducted. Some unions use this concept to refer to any institution of learning where their members are employed. In each site, union members are required to elect a “site committee” which is chaired by a site-steward. One of the functions of the “site committee” is to take proper mandates from all constituents. In other words, the teachers in a school or site must express their views on all matters that the site-steward takes up on their behalf. Some teacher unions, such as SADTU, make use of the site committees to ensure that there is a good flow of information within itself and the membership.

1.7.5 Federation

The term “federal” refers to a system of government in which several States form a unity but remain independent in internal affairs (Concise Oxford Dictionary 1990:428). The noun “federation” therefore refers to a federated society or group. The “federation” of trade unions takes place when two or more independent unions organise themselves under one umbrella organisation. The “federation” is a corporate body which have affiliates and legal existence independent of its affiliated unions. It has its own constitution and the membership is usually open

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to all unions that conform with the requirements of its constitution. The Congress of South African Trade Unions (COSATU) and the National Association of Professional Teachers' Organisation of South Africa (NAPTOSA) are examples of union federations. In this study the term "federation" has been used to refer to the independent teacher organisations and trade unions that have organised themselves under one umbrella association.

1.7.6 Education region

The Concise Oxford Dictionary (1990: 1011) defines a “region” as an area of land, or division of the earth’s surface, having definable boundaries or characteristics. The “education region” is therefore an area which has been demarcated to allow for efficient provision of education. For example, in South Africa there is a single national education department but in order to make it easy for the national education department to provide quality education, it has decentralised some of its powers to the provinces. For the efficient provision of education, each provincial education department is divided into education regions. In this study the term “education region” has been used to refer to the areas within the provincial Education Department which have been demarcated to allow for efficient provision of education.

1.8 PROGRAMME OF STUDY

Chapter 1 is an orientation to the problem and deals with the general background of teacher unions, the statement of the problem, aims of the study, the research methods that are used and the demarcation of the field of the study. Key concepts are also defined.

Chapter 2 surveys the history and theory of teacher union involvement in the management of schools and discusses assumptions about and influences of such involvement. The role and function of both the school manager and the teacher
union in education are discussed with reference to the past, so as to reveal current generally valid theories. A descriptive survey of teacher union participation in decision-making in the South African education system is given. Literature from overseas countries, particularly the United Kingdom and the United States of America is also reviewed.

Chapter 3 gives an outline of the exploration of teacher union participation in the management of schools. It outlines the empirical investigation into teacher union involvement in the management of schools in the Vryheid region.

Chapter 4 discusses the findings and the conclusions of the entire study project, with reference to the literature study as well as the empirical research on school managers' perceptions of teacher unions.

Chapter 5 gives the summary and discusses recommendations as to possible guidelines for teacher union involvement and participation in the management of schools in the Vryheid region.

1.9 CONCLUSION

In this chapter a general orientation to the problem has been presented. In the problem statement it was indicated that research has to be done in order to disclose the school managers' perceptions of the teacher unions in the Vryheid region. In this chapter the aims of the study, the research methods that were used in the investigation as well as the demarcation of the field of study and limitations of the study were also discussed. Key concepts that are found in the study have been defined. It has been found that, in order to gain insight into the research problem, a review of literature is necessary.

The following chapter therefore surveys the history and theory of teacher union involvement in the management of schools and discusses assumptions about, and
influences on such involvement. Literature from foreign countries, particularly the United Kingdom and the United States of America, as well as South African sources, have been reviewed.
CHAPTER 2

THE HISTORY AND THEORY
OF TEACHER UNION INVOLVEMENT
IN THE MANAGEMENT OF SCHOOLS

2.1 INTRODUCTION

In this chapter the literature on school managers' perceptions of teacher unions is reviewed. This is done by surveying teacher union involvement in the management of schools with a view to determining the extent to which both the school managers and teacher unions achieve their objectives and fulfill their obligations of providing the learner with effective teaching. Foreign literature is also reviewed so as to determine the common problems encountered and how those problems were solved. The researcher will relate those solutions to the problems as far as teacher union participation in the management of schools in the Vryheid region is concerned.

In this chapter special attention is devoted to the teacher union involvement in the management of schools and how is this perceived by those who occupy management positions within the school and wider education system. This chapter discusses, inter alia, the following issues:

- The history and theory of teacher union involvement in the management of schools, and the school managers' perceptions of such involvement. This includes a historical survey of school managers' perceptions of teacher unions in foreign countries, particularly in the United Kingdom and the United States of America. Reference is made to the history of teacher union participation in the management of schools in South Africa and how this has been perceived by the South African educational authorities.
• The school managers' role and position in the hierarchical structure of the education department. This is a review of the employer's expectations of the role of the school manager with regard to the management of the school.

• The role that has been played by the social structures, including labour movements, in conditioning the South African school managers and teacher organisations on how to perform their tasks within the hierarchical structure of the education department.

It will be clear from the discussion that the partnership between school managers and teacher union leaders is complex in nature. This complexity results from the fact that school managers, even though they represent the employer at school level, can not be classified as employers (cf paragraph 2.5.1). In addition, it must be noted that this chapter does not offer a historical perspective in respect of the formation of teacher organisations in South Africa. In the discussion, attention is given to the problem of perceptions as it occurs in a variety of countries, including the United States of America, the United Kingdom and South Africa. Although the focus is on school managers' perceptions of teacher unions, the governments' perceptions have also been included. The reason for this is that since in most countries teachers are employed by the State, there is great probability that school managers, as they represent the State, become its agents.

2.2 CONCEPTUAL ANALYTICAL BACKGROUND

A conceptual analytical framework of the concept "participative management" in school management has until now not received the necessary attention from South African researchers. The work on trade union involvement however, has been largely discussed and analysed in business organisations and public corporations. The lack of research regarding teacher union participation in school
management can be attributed to the fact that teacher unionisation in South Africa is a relatively new phenomenon.

Lortie (1969:1) maintains that there are occupations within organisations whose membership claim professional status and who declare allegiances to a specialized colleague group which transcends any single organisation. In this instance, the several strands of hierarchical control, collegial control and autonomy become tangled and complex (Scott 1969:82). The South African teaching fraternity is a case in point. In their search for unity, the South African teachers have differed basically and radically over the question of whether teachers are workers or professionals (Hartshorne 1992:323). The disagreement over the question of professionalisation or unionization of teachers makes it necessary to assess different depictions of teachers' role.

2.2.1 The micropolitical perspective

This investigation was guided by the assumption that some school managers' perceptions of teacher unions are influenced by their political beliefs and attitudes. There are several definitions of micropolitics in the literature. Most focus on the strategic use of power in organisations to achieve preferred outcomes (Blasé 1989:593; Ball 1987:47; Hoyle 1986:126). The study adopted Hoyle's definition that:

Micropolitics consist of the strategies by which individuals and groups in organisational context seek to use their resources of authority and influence to further their interests.

Hoyle (1986:126)

Hoyle (1986:126) distinguished micropolitics from administration and management in that micro-politics is more likely to focus on:

(a) Individual and groups self interests than on organisational goal.
(b) Power and influence among individuals and groups than on the structure of authority in organisations.
Informal strategies exercised at the individual and group level than on formal procedures exercised at the organisational level.

Micropolitics concerns itself with hidden agendas, with the implicit rather than the explicit, and with those activities that occur among individuals and groups outside rather than inside the formal structures of an organisation (Smylie & Brownlee-Conyers 1992:160). According to Smylie and Brownlee-Conyers (1992:161) a key element of the micropolitic perspective is interpersonal interaction among individuals and groups that take place in the absence of formal operating procedures.

Exchange theory provides a complementary view of this element (Blau 1964:13). The exchange theory, according to Blau (1964:20) suggests that many aspects of social life can be explained in terms of implicit and explicit bargaining and negotiating between individuals and groups. It assumes that even though individuals may enter into a social relationship with different degrees of relative power, each necessarily must reach accommodation with the other to serve their mutual interests (Blau 1964:20).

This bargaining and negotiation involves a calculus of benefits and costs, or that which can be gained and that which must be expanded to achieve that gain. Benefits and costs are defined according to individual and collective normative frameworks (Smylie & Brownlee-Conyers 1992:160). These frameworks incorporate perceptions, beliefs and assumptions regarding self-interests, the interests of others, goals and rewards as well as perceptions, beliefs and assumptions regarding roles, responsibilities, and rights and obligations in relationships (Jones 1993:36). As held by individuals and as grounded in collective contexts, such frameworks suggest what types of social relationships are in individuals' best interest, which are most legitimate, and which are most costly. They also suggest how individuals are to interact with one another and how and
in what directions they are to shape their relationships (Smylie & Brownlee-Conyers 1992:161).

In this study, the micropolitical perspective was employed to describe and explain the development of school managers' perceptions of teacher unions associated with a particular educational innovation, that is the development of new working relationships. It suggests that these new working relationships are in large part products of intentional strategies employed by both the teacher unions and the school managers to maintain or to advance their own prerogatives and self-interests (Blase 1989:599). Blase (1989:599) maintains that these prerogatives and self-interests are likely to be grounded not only in the assumptions and aspirations that teacher unions and school managers hold about teacher participation in decision-making but in the perceptions, beliefs and behaviours associated with previous work roles and working relationships that existed between school managers and teacher unions.

2.2.2 Professional orientation of teachers

The term "professional" has many connotations. There is little agreement as to which dimension it encompasses, and few of the several dimensions usually identified are very precisely defined. To the extent that the term has any common meaning, however, Scott (1969:82) maintains that it refers to a person who by virtue of long training is qualified to perform specialized activities...relatively free from external supervision and regulation.

According to Lortie (1969:2) continual claims to professional status by teachers presume the existence of a unified occupational group with a system of collegial controls. He is of the opinion that the rhetoric of “teaching as an art” projects autonomy rather than control; to use the artist as prototype is to stress individuality rather than standardization through bureaucratic or collegial controls (Lortie 1969:2). Scott (1969:84) argues that ambiguities in the position of the teacher today are rooted in the organisational history of school; control by laymen, lack of
clarity in colleague group boundaries, limited prestige and money income which have taken place over a protracted period of time. Bailey (1987:112) supports Scott when he states that the persistence of such laymen control has had significant consequences for the shape of the teaching occupation as no special arrangements existed to regulate entry, and the necessary credentials were limited to sufficient literacy to teach reading and elementary arithmetic. Lortie (1969:19) maintains that whatever the ideology of professionalism among teachers may be, it does not currently constitute a direct challenge to the subordination of teachers. He further argues that if teaching is a profession, it is a profession with ambiguous membership. The general status of teaching, the teachers' role and the condition and transmission arrangements of its subculture point to truncated rather than fully realized professionalization (Lortie 1969:19).

2.2.3 The concept of teachers as workers

The definition of a teacher is that a teacher is a salaried worker who is subject to the authority of the public body which employs him or her (Lortie 1969:2). The teacher's employee status denotes subordination. The current situation reflects the centuries during which teachers were defined solely as employees. Teachers have not challenged their formal subordination. Unlike most who claim professional status, teachers have not contested the right of persons outside the occupation to govern their technical affairs. Lortie (1969:3) argues that although teacher associations have sought to influence legislation at all levels of government, they have generally accepted the structural order within which they work, and have worked to define relations between teachers and superordinates as relations between employees and employers.

There is a growing international trend among teachers that they should view themselves as trade unionists (Viljoen 1993:5). In South Africa many teachers, and particularly black teachers have identified both economically and politically with the working class (Hartshorne 1992:323). The history of the South African trade unionism and labour relations shows that teachers played an active role in
the formation and emergence of trade unions and labour movements. (Hartshorne 1992:324).

In order to cast more light on the present perceptions of school managers with regard to teacher unions, it is imperative that a brief historical exposition be provided.

2.3 AN HISTORICAL SURVEY OF TEACHER UNION INVOLVEMENT IN THE MANAGEMENT OF SCHOOLS

A brief exposition is provided of the development of teacher unions and the unionization of the teaching profession in the United States of America, the United Kingdom and South Africa. This paragraph reviews the literature on conditions of teachers' and school managers' work in schools that form the contexts of new working relationships between teacher unions and school managers in these countries. The key factors related to the development of the school managers' perceptions of teacher unions are identified and described. This paragraph also seeks to examine how these factors function in the development of the school managers' perceptions of teacher unions by tracing the evolution of such perceptions over a period of time.

2.3.1 The United States of America

In the United States of America unions are held responsible for the increased bureaucratization of teacher-administrator relations, the ineffective implementation of reform policies and the simplification of conceptions from professional to labour models (Bascia 1990:302). These views result from the fact that teacher unions are major participants in the American educational practice. As the legal representatives of teachers' occupational interests, unions have become more or less accepted in school and district policy-making (Bascia 1994:1). Teacher unions have given American teachers a great control over the operation of the school. Casner-Lotto (1988:10) maintains that decisions in a wide range of areas that
were traditionally under the sole jurisdiction of school principals and central administrators are now being made by teachers and administrators, working together with parents and students on school-based improvement teams.

The involvement of teachers, and thus teacher unions, in the decision-making process is perceived by several school managers as a deterrent to educational reform. Kowalski (1994:205) maintains that principals agreed that unionism presented barriers to reform. He further maintains that since the American teacher unions became engaged in collective bargaining, the school administrators’ interests in teacher unions declined because they perceived union strategies and actions as unprofessional, irrelevant or harmful to good practice (Kowalski 1994:205). Teacher union participation in the management of American schools is perceived by some school managers as leading to anarchy in public schools, “destroying the possibility for strong administrative leadership so desperately needed in these troubled times” (Walker & Roder 1993:159). They further maintain that for some school managers teacher union involvement in decision-making evokes images of schools in which decisions affecting all aspects of the school operation are given over to committees of bickering, self-serving or incompetent teachers (Walker & Roder 1993:159).

School managers perceive their role as that of the protection of public interests and the facilitation of teacher involvement, whereas union leaders see a role for themselves as that of protecting union membership from administrators whom they view as capricious or unfriendly to teacher interests (Bascia 1990:303). In fact, one of the focuses for unions representing classroom teachers is the headteacher (Jones 1993:38). Conely, Cooper and Robles (1991:148) maintain that such contests for achieving organisational control and individual self-interest pose multiple dilemmas and ambiguities for school administrators as they plan and implement various organisational designs. School administrators and teacher unions are engaged in struggles over their relative rights and obligations. Casner-Lotto (1988:12) maintains that several principals are still uncomfortable in their new roles because they feel they have lost power. However, Poltrock and Goss
suggest that principals and other administrators must be willing to relinquish control and cooperate with teachers as the latter take on new roles in the reformulation of schools. The school managers' willingness to cede traditional decision-making authority would help to alleviate the adversarial, distrustful and conflictual relationships that have characterised the labour relations between teacher unions and the school management in American schools.

2.3.2 The United Kingdom

Until recently, labour relations between the teachers and their administrators in British Columbia were marked by harmony and professionalism (Geisert & Chandler 1992:2). In the United Kingdom teacher organisations treasure their independence and will not be drawn into any “political gimmicks”, maintains Nigel de Gruchy, general secretary of one of the major UK teacher unions (The Teacher, May 1997:2). Teacher organisations in the United Kingdom have always attempted to maintain professionalism. The National Union of Teachers (NUT), for example, has always presented itself as the transcender of differences. It has for many years supported the setting up of a General Teaching Council which would have the power to control both the entry to the profession and discipline within it. The unity that the NUT seeks is of a specifically professional kind (Lawn 1988:289).

Teacher organisations are aware that to guarantee teacher rights and decent treatment in respect of salaries, conditions of service and the resourcing of education, they will have to form alliances with parties that promise to do most for education (Geisert & Chandler 1992:2). Although the parliament enacted legislation allowing teachers to unionize in 1987, it is unlikely that the teacher unions would ever participate in industrial action of a serious nature (Geisert & Chandler 1992:3). Even though the political parties are seen to establish some kind of social partnership with teacher organisations, political alliance is out of question (The Teacher, May 1997:2). The unions' belief that the education of children is a task which is politically and ideologically unproblematic has kept the
unions free from political controversy and interference (Lawn 1988:290). However, Lawn (1988:293) maintains that while professionalist ideas are still powerful in the NUT, they are increasingly modified by the pressing necessities of trade union action because their belief in the neutrality of the educational process does not assist it in coping with the developments in education. Unfortunately, maintains Lawn (1988:294), “professionalism, while not incompatible with episodes of industrial action, certainly inhibits the systematic development of a trade union orientation”.

Schoolmasters in the United Kingdom perceive teacher union action as leading to truancy in schools. Christine Keates, Birmingham secretary of the National Association of School Masters, claims that many children became used to being given unexpected time off during the year-long campaign of strikes and working to rule (Smith 1987:26). She further maintains that some children even learn for the first time that they can skip classes with impunity by joining the strikes which learners at some schools organise during the teachers' strike action. Jeanne Leeke, president of the National Association of Head Teachers, commenting on the after-effects of the teachers' action, maintained that the labour dispute has obviously tended to make the children's education patchy, learning habits are breaking down and young people have too much spare time. (Smith 1987:26). These perceptions, together with the unions' belief that the education of children is a task which is politically and ideologically unproblematic, has helped to buffer the disagreement between teachers and headmasters in schools over the issue of teacher unionisation.

Some teacher unions, such as the NUT, represent teachers in all phases and at all levels. The classroom teacher as well as school managers are all represented in the NUT. Such representation encourages teachers to share decision-making together with the school managers in an atmosphere which is free of the adversarial relationships being promulgated through collective bargaining (Geisert & Chandler 1992:4). It is the NUT's view that all teachers are managers and should therefore be involved in the management of the school (McAvoy 1993:33).
Professionalism is emphasised and this is discrediting the weapon of industrial action used in trade unionism. The insistence on professionalism has helped to minimise conflict between school administrators and teacher union members. The School Governing Bodies and headteachers are increasingly able to take actual meaningful decisions and most teachers do not want rivalry between unions and administrators, either locally or nationally (Jones 1993:36). Karodia (1989:498) maintains that the constant consultation between educational management and their constituents ensure that authorities become sensitive to the demands of the educational constituency.

2.3.3 The Republic of South Africa

The South African school administrators' perceptions of teacher unions should be seen in the broader South African context. South Africa is, in many ways, a microcosm of most of the problems in the rest of the world. There are ideologies such as communism, nationalism and African socialism, various economic systems and a host of religions (Dekker & Lemmer 1993:362). However, one of the greatest problems reflected in South Africa is that for a long time the South African education system has been based on the policy of separate development (Hartshorne 1992:290). Hartshorne (1992:290) maintains that the period of separate development in South African education system was characterised by unequal distribution of financial resources, poor quality of education and access among the disadvantaged groups. This, according to Hartshorne, has resulted into inferior qualifications of black teachers, overcrowded classrooms, understaffed schools and equipment shortages.

Given the above situation, it is evident that schools were to become a focal point in the struggle for equal education opportunities as black political organisations focussed on the need for equal access to education (Van den Aardweg 1987:175; Mosoge 1990:32). The overall situation among black teacher organisations in South Africa reflects a mood of protest against the status quo. This mood of protest finds expression in schools in the form of strikes, stayaways and teacher
activism (Hartshorne 1992:297). Some teachers, being affiliates of political organisations, use popular complaints and grievances as demands. School principals and other administrators are increasingly being called upon to manage unrest situations in an almost impossible attempt to further the educative task of the school (Mosoge 1990:31). Mosoge (1990:31) further maintains that school principals were often unable to accede to or satisfy teachers' demands since most of the demands fell outside their jurisdiction and power. In a host of other matters the school manager also appeared to compromise important professional issues or carry out departmental policy inadequately (Orlosky, McCleary, Shapiro & Webb 1984:32). In his opening address to the annual convention of the Teachers' Association of South Africa, Hartshorne (1988:3) stated that the kind of policy, climate and environment in which South African bureaucrats have been conditioned to operate have characteristics of being inflexible, doctrinate, uncritical, authoritarian and a short step away from being arrogant. Considerable discontent with the educational management is evident in South Africa. Teachers are bitter about principals who are prescriptive and who conduct themselves as if they are not accountable to anyone except the inspector (Gounden & Dayaram 1990:313). Gounden and Dayaram (1990:314) also maintain that school managers appear to be embedded in a situation where teacher unions blame them for dictatorial, prescriptive practices while on the other hand the superintendents of education management accuse the school managers of compromising educational policies. It is probable that this vicious circle had not been vigorously challenged by the South African professional teacher associations until the early 1990s when the militant SADTU, organised in a trade union fashion, directly challenged the statutory provision as well as the long-standing tradition of organising teachers into professional associations (Vadi 1993:82).

The birth of SADTU has brought new challenges to the school managers' authority and power. SADTU has introduced the concept of teacher unionization in the education sector (Hartshorne 1992:323). Teachers are now no longer regarded only as professionals but they are also viewed as workers with rights and interests which must be protected by labour unions. One of the rallying cries of teacher
unions in the 1990s was shared decision-making in schools (Mkhize 1997:3). When teachers have the opportunity to participate, they are not passive recipients of orders from above but professionals with latitude to shape the conditions under which they work and the kind of work they do. In South Africa the working relationships between the Education Department officers and teacher unions have been characterised by conflicts, suspicion and mistrust (Van der Westhuizen 1991:61). This adversarial relationship between the department officials and teacher unions manifested itself in different forms, including disruptions and protests, as well as the harassment of teachers (Vadi 1993:87).

The following paragraph reviews the development of the new working relationships between teacher unions and Education Department officials during the early 1990s.

2.3.3.1 The Education Department in the 1990s

The Department of Education and Training was responsible for the provision of education to Black people within the Republic of South Africa, excluding the Self-Governing Territories. During the early 1990s this Department had to deal with a growth in numbers of registered learners who were encouraged to go back to school by the organised “back-to-school” campaign.

Besides the growth in numbers which the Department had to accommodate, it also had to deal with the effects of the profound changes in society which occurred during 1990 (Louw 1991:2). These events drastically influenced the perceptions, attitudes and expectations of teachers, parents and pupils, and added a whole new dimension to the provision of education to Black people. These changes set teachers and officials of the Department new challenges and made new demands on them. The 1990 school year was the year of increased resistance and opposition to the Department of Education and Training. From 1990 onwards the Department's officials and teachers were to experience tension, failure and frustration which took different forms (Hartshorne 1992:331). Some of the
occurrences which caused serious damage to inter-personal trust and respect include the following:

(a) **Disruption and protest**

Louw (1991:4) states that the years that followed 1990 were heralded by a genuine concern for, and public demonstrations about the existence of the segregated education system in South Africa. This was followed by a series of organised steps. These included protest marches, the drawing up and handover of demands and sit-in protests—activities which individually and collectively of necessity seriously disrupted education (Louw 1991:4).

These actions took place within the framework of a changing political environment, the release of important political figures, and intensification in the practising of politics, especially in the Black community. The intensified political climate led to the rise of various groups purporting to be the mouth-pieces of communities (Hartshorne 1992:320). Some of these groups attempted to discredit the existence of school management councils and to replace them with their own structures. Louw (1991:4) maintains that in the destabilisation of education, serious intimidation was unfortunately an important lever. He continues to state:

> As a result of disruptions and protests, the requisite order and discipline was seriously impaired. It is tragic that the level of lawlessness in many secondary schools assumed disturbing proportions in 1990. If a radical change of attitude is not forthcoming, this bodes ill for the future.

Louw (1991:6)

The above comment shows that the Department of Education and Training was aware that there were parents, teachers and pupils who cast doubt on its right to exist. Nevertheless, there were officials and school managers who were prepared to continue to perform their duties within its “illegitimate” structures. This led to a vehement attack on the people serving within those structures.
(b) **Professional associations**

The educational authorities continued to hold meetings with the representatives of the established professional teacher organisations on a regular basis. Hartshorne (1992:304) maintains that from 1980 onwards the State intensified its efforts to capture "the hearts and minds" of the teachers by a dual strategy of co-option and repression. He continues to state:

In the context of the chaos in and the threatened collapse of the Bantu Education system at the end of the 1976-80 period, government must have realized that in the end they were dependent upon the teachers to make the system work and to restore some modicum of order. It was realized, for example, that in order to give some credibility to ATASA, as the recognised teacher association, it was necessary to show willingness to listen to its demands; and indeed, meetings became more receptive approaches made by the organisation.

Hartshorne (1992:304)

In the early 1990s, the government continued with its co-option strategy. During this period there were clear divisions between the conservative, traditional teacher organisations that worked closely with State structures and militant, progressive teacher unions that withdrew from all the committee structures of the Education Department (Hartshorne 1992:310). It is possible that the Education Department wanted to maintain these divisions within the teaching fraternity. The reason for this assumption is that the African Teachers Association of South Africa (ATASA) and the Cape African Teachers' Union (CATU), which were regarded as radical and militant were deliberately excluded from the meetings which were held on a regular basis between the education authorities and the professional teacher associations (Hartshorne 1992:310).

The English-speaking white teachers' associations such as the Transvaal Teachers' Association (TTA) and the Natal Teachers' Society (NTS) have tended to define themselves by the fact of their "Englishness" and their opposition to the education policies of Afrikaner nationalism (Christie 1992:262). The education authorities also maintained a close association with Afrikaans-speaking teacher
organisations. The Afrikaans-speaking teacher organisations could not maintain views closer to those of English-speaking as well as African teacher organisations that voiced their position in rejecting the status quo. According to Loureiro (1987:6) the Afrikaans-speaking teacher associations were concerned about safeguarding the rights of minorities. In his speech, Benade, the then Chairman of the Natalse Onderwysersunie (NOU) said that integrated schools were not the remedy for inequality in educational standards (Mentor, April 1987:12). Seemingly, it is probable that the Afrikaans-speaking teacher associations were tempted to reiterate Nationalist government policy which protected the rights of minorities and which made no provision for any real powersharing for all groups. It is therefore understandable why these teacher associations were prepared to work within the established structures of the Education Department.

In the early 1990s the Education Department authorities held meetings with the following professional teacher associations:

- Transvaal United Teachers' Association (TUATA)
- Association of Education Officers in the Republic of South Africa (AEROSA)
- Natal African Teachers' Union (NATU)
- Orange Free State African Teachers' Association (OFSATA)
- Federasie van Afrikaanse Kultuurvereniging (FAK)
- Association of Supportive Educators (ASE) (Hartshorne 1992:325).

Matters which were discussed ranged from uncertainties in respect of policy issues to problems encountered in the practical teaching situation such as personnel administration, conditions of service, benefits, pensions, the future position with regard to teacher associations in South Africa, the safety of teaching staff, and fears about political interference in education (Louw 1991:146). The established teacher associations' strategy of bargaining within the system widened the gap between these teacher associations and the younger, dissident teachers who wanted more radical action (Hartshorne 1992:304). A great deal of criticism,
conflicts and confrontations became apparent between these two divisions, which unfortunately resulted in the harassment of some teachers.

(c) The harassment of teachers

A great number of staff members were personally adversely affected during protest marches and strike actions. Accusations and counter-accusations could be heard from both the teacher union members as well as the Education Department officials. On the one hand, the Department claimed that some principals and inspectors were harassed by the militant teacher union members and this resulted in these officials suffering losses in that their property was damaged (Louw 1991:6). It is also claimed that some educators were prevented from continuing with their work at schools at some stage or another. In many cases, maintains Louw (1991:7), it was clear that officials in positions of leadership, and especially those who set high standards, incurred the suspicion of people who could or would not meet realistic demands.

On the other hand, the militant teacher unions accused the Department officials of victimizing its members (Hartshorne 1992:308). The State was fundamentally opposed to a national, non-racial, democratic teacher organisation and therefore it directed its policy of repression towards the goal of keeping the teaching profession divided by restricting the progressive teacher unions. State harassment of the militant teacher union members continued with stringent control of meetings, raiding of union officials' homes and attendance of detectives at the unions' meetings (Hartshorne 1992:306). He continues to state:

Since the government discovered that co-option strategy did not work, it began to place increasing trust in the parallel strategy of repressive measures and the use of force.

Hartshorne (1992:306)

The Education Department therefore used restrictive measures and other disciplinary acts to keep the teaching force in line. Some of these restrictive
measures and disciplinary acts were viewed by the progressive teacher unions as harassment which was aimed at destabilizing their unions (Louw 1991:9).

2.4 SOUTH AFRICAN TEACHERS' AND LABOUR MOVEMENTS

South Africa has a rich, highly politicised history of teacher organisations. Most major developments amongst organised teachers have occurred for directly political as well as educational reasons (Christie 1992:261). During the early 1990s there was more political flux in teacher organisation than ever before in the South African history.

From the outset, however, there was a close association (sometimes even direct affiliation) of teachers' organisations with particular political movements. For example, Afrikaans-speaking white teachers' associations have always identified with Christian National Education and Afrikaner Nationalism (Christie 1992:262). The largest and most powerful of them, the Suid-Afrikaanse Onderwysersunie (SAOU) and the Transvaalse Onderwysersvereniging (TO) have played key roles in generating the education policies that were adopted by the Nationalist Government.

Another most important examples of the politicised teacher organisations are those of organised African teachers. According to Hartshorne (1992:292) the first African teacher organisation that emerged did so at about the same time as the first political movements. He further maintains that teachers were actively involved in the latter, often the same persons that were taking the lead in the setting up of the teacher organisations. Hyslop (1988:7) states that the basic point of view that was put forward was that no progress could be expected if teachers limited themselves to negotiations between professional bodies and the education department; what was needed was for teachers to link themselves with a mass political movement, and to press for the establishment of a single, non-racial education department.
The attitudes of the teachers became increasingly militant, and it was felt that a much stronger protest had to be made, for which the support of parents was also sought. The active involvement of teachers in labour movements helped to counteract the views of the advocates of total segregation who claimed that:

Ncube (1985:68)

Natives had not nearly reached a stage of development where they could make use of and derive benefit from the trade union movement, because the vast bulk of Native workers had not yet reached a sufficient degree of development to enable them to exercise an independent judgement as to their rights and duties towards themselves, the community as a whole, or the state.

Teachers constituted the major part of the educated class, and they were therefore sufficiently sophisticated to provide responsible union leadership. In general, the influence of teachers and ex-teachers in labour and political movements was very strong (Hartshorne 1992:298). Some of the prominent and distinguished teachers and ex-teachers who were active in the founding of labour and political movements include:

- John Jengo Jabavu, the Vice-president of the Native Educational Association and newspaper editor who played an important part in Eastern Cape politics.
- Jonathan Tunyiswa who was the first secretary of the South African Native Congress (SANC)
- T.P. Mathabathe, the president of the Transvaal African Teachers’ Association and also the editor of The Good Shepherd, the journal which was to play an important role in the attempts to build up a national teacher organisation.
- John Dube, the editor of the influential ilanga laseNatal, was also the founder of the Ohlange Institute, one of the first black-controlled and managed schools in South Africa which was based on a philosophy of self-help, self-advancement and pride in being black.
- Sefaka Mapogo Makgetho was a founder member of the African National Political Union and was its first president.
David Bopape who was branch chairman of the African National Congress, a founder member of the African National Congress Youth League, secretary of the Anti-Pass Council of 1944, and later to become an important member of the Communist Party.

Oliver Tambo who later became the president of the African National Congress.

Godfrey Pitje who had very close links with the Transvaal African Teachers' Association, influenced it in the direction of the African National Congress Youth League's African nationalism, and became the editor of The Good Shepherd.

Zeph Mothopeng who was the president of the Transvaal African Teachers' Association and later to become a distinguished leader of the Pan-African Congress.

Es'kia Mphahlele was the secretary of the Transvaal African Teachers' Association and later to become a distinguished writer (Hartshorne 1992:292; Hyslop 1988:4; Odendaal 1984:7)

Despite the major contribution of these and many other teachers in the founding of labour and teacher organisations, the process of militancy and radicalization within the teaching profession was not achieved without cost to the ideal of unity (Hartshorne 1992:296). In the Transvaal, rural teachers in general regarded their urban colleagues as being too militant, which resulted in the rural, more conservative teachers breaking away from the Transvaal African Teachers' Association (TATA) and founded the Transvaal African Teachers' Union. In the Cape the tension grew between radical and conservative groups within the Cape African Teachers' Association (CATA). The major breakaway came from the North Western District Teachers' Union which was opposed to CATA's political orientation, did not want conflict with the State and believed its objectives could be achieved through non-political, educational means (Hartshorne 1992:296). Hartshorne (1992:296) further maintains that by the time the Bantu Education Act came into operation, teachers were already divided, partly along the urban-rural
divide, partly over the political stances taken by various groups, and unfortunately also because of personal leadership struggles over power.

2.4.1 The influence of labour unions in the formation of the South African teacher unions

The history of the South African education system shows that the teaching profession has always been divided (Hartshorne 1992:290). The policy of separate education, the differences of style and emphasis, the setting up of homeland education departments all complicated the struggle for unity among the racially and geographically based teacher organisations (Hartshorne 1992:313). From 1985 to 1987 the mass democratic movement, through constituent bodies such as the United Democratic Front (UDF), the National Education Co-ordinating Committee (NECC) and the Congress of South African Trade Unions (COSATU) was clearly concerned at the divisions in the ranks of teachers and constantly urged that the issue of unity be taken seriously (Hartshorne 1992:313).

During 1987 calls from the UDF, and particularly from COSATU for teacher unity were intensified. The mass democratic movement realised that the divisions in the ranks of teachers was paralysing the struggle for a unitary, non-racial education system. Jay Naidoo (Perspectives in Education 1988/89: 117) points out that teachers had a critical role to play in the struggle for an alternative education system, and it was therefore the mass democratic movement's aim to urge teachers to move with urgency from the basis of existing teacher associations towards one national and non-racial association for teachers. In April 1988, at the Harare Conference, the responsibility was placed on COSATU to convene meetings of all the teacher organisations to discuss teacher unity. The involvement of COSATU in the unity talks was seriously challenged by the established teacher organisations. The Transvaal United African Teachers' Association (TUATA), for example, was not in favour of the COSATU-led talks and decided not to further participate in the meetings. Hartshorne (1992:319) is of the opinion that because the particular process of unity that had been pursued had been within the
COSATU, Mass Democratic, Charterist mode of politics, it did not have the universal support and approval of all black community and political groupings.

Some of the major issues which widened the gap between the established teacher organisations and the progressive teacher unions were questions such as whether a teacher was a professional or a worker, whether an education association or a trade union should be set up, and whether teachers should engage in strike action (Hartshorne 1992:316). The established teacher organisations were in favour of a professional, politically non-aligned teacher organisation and therefore they formed a bloc and organised themselves under the umbrella organisation called the National Association of Professional Teachers' Organisation of South Africa (NAPTOSA). NAPTOSA is a federally structured national organisation made up of teacher groups and associations that enjoyed significant support from the former government (Mothata 1996:10). Unlike the progressive unions, NAPTOSA regards itself as a body of professionals which is against the unionist orientation of teachers.

The withdrawal of the established teacher organisations from unity talks did not stop COSATU from seeking unity among the progressive teacher unions. The various organisations that met in Harare in April 1988 committed themselves to work towards the establishment of the national teacher organisation in a "unitary, non-racial and democratic South Africa" (Hartshorne 1992:316). These "Harare Accord" organisations formed the National Teacher Unity Forum (NTUF) under the convenorship of COSATU, and initiated a process of building one organisation out of the many that existed. The process culminated in the establishment of the South African Democratic Teachers' Union (SADTU).

The South African Democratic Teachers' Union was launched in Johannesburg on 6 October 1990. This was historic occasion, bringing together a range of racially divided teacher organisations into a unitary structure with a progressive vision (Vadi 1993:82). SADTU, with its unionist orientation, has further polarised the teaching fraternity, making chances of teacher unity even more impossible.
Unlike NAPTOSA, which views teachers as professionals, SADTU defines a teacher as a worker who depends on the employer for a salary or wage (Hartshorne 1992:316). SADTU is viewed as a trade union movement and it has also taken the position that unionization of teachers is a necessary condition for teacher-led professional and educational development (Mothata 1996:12). SADTU was launched with the support of labour and liberation movements and it openly identified itself with the political agendas of the African National Congress (ANC) and the Congress of South African Trade Unions (COSATU) (Hartshorne 1992:316). SADTU is an affiliate of COSATU, the trade union federation in South Africa which has a formal alliance with the African National Congress (ANC), the South African Communist Party (SACP) and the South African National Civic Organisation (SANCO).

The South African Democratic Teachers’ Union’s affiliation and formal alliance with bodies such as COSATU, the ANC, the SACP and SANCO suggests that it is a difficult attempt to separate education and politics in this country. Writing in Mentor (September 1987:41) Ellis emphasises this point when he said:

I want to stress this point...that politicized education in this country is the first instance, and if he [referring to B.V. Edwards who was then the honourable member for Pietermaritzburg South] believes that education and politics can now be separated after 40 years of the Nationalist Party rule, then he is even more naïve than his speech made him to be.

In fact, Ellis (Mentor, September 1987:41) was referring to the manner in which the Nationalist Party government had politicized education. He stated that it was very difficult to find articles on South African educational issues that were not political. He furthermore said that any article worth reading cannot ignore the major social and political issues of the day (Mentor, September 1987:41).
2.4.2 Militancy within the South African teaching profession

According to Hartshorne (1992:296) the process of militancy and radicalization is one of the major factors that contributed to the present division within the South African teaching profession. As early as the 1950s teacher organisations, particularly Black teacher organisations, differed over questions of strategies that had to be followed in furthering the interests of teachers (Hartshorne 1992:297). He further states that some teacher organisations were more conservative, and they strongly believed that they could achieve their objectives by working within the established structures, whereas there were those teachers who wanted a more radical form. It was the latter group of teachers that favoured the unionisation of the teaching profession because they believed that the active involvement of the teacher unions with worker issues could contribute toward the reshaping of the South African education system (Hartshorne 1992:297). He further maintains that despite the State repression, the militant teachers continued to organise and resuscitate themselves, and in doing so they focussed on involving teachers in making decisions for themselves (Hartshorne 1992:297).

The process of militancy and radicalization within the teaching profession laid the basis for the birth of an emergent, independent or progressive teacher union movement in South Africa. The independent teacher union refused to work within the established structures of the education department (Hartshorne 1992:298). Friedman (1987:59) argues that the contemporary, independent African trade union movement in South Africa has put into the hand of the African workers a measure of control over their lives. He states that:

...that lessons have been learned from history and that the emergent trade union movement in South Africa has not, in general been successfully or even partially accommodated by capital or the state.

Friedman (1987:60)

In South Africa, in Hyman’s terms, in Friedman’s opinion, the state has not managed to gain control over the emergent, progressive African collective worker
organisation, and this trade union movement is successfully articulating the interests of workers (Hyman 1983:37; Friedmen 1987:61). Friedman (1987:65) believes that with the correct strategy these emergent unions will continue to erode employers' power over them.

Of what consequence is the abovementioned point for the development of new working relationships within the school situation? Firstly, if SADTU is an emergent, progressive teacher trade union it is obvious, according to Friedman's (1987:59) opinion, that it would refuse to work within the limits of the established legislation. By refusing to work within the limits of the legislation, SADTU hopes to protect teachers from subordination and manipulation of their interests by the state and its agents. Secondly, it could be asserted that in spite of all efforts on the part of the state to control labour disputes the emergent SADTU has in general been successful to actually turn the system around and to use it against those in control. SADTU has been successful in manipulating the present status quo to change the balance of power in court disputes so that the teacher union now has an edge over the employer (Vadi 1993:87). When considering the above opinions, one wonders how school managers perceive the involvement of teacher trade unions in areas that were traditionally under their sole jurisdiction, and to what extent their perceptions allow them to incorporate even the militant union members in their school management teams.

In answering the above questions, it should be remembered that the South African school managers had been accused of being the agents of the state (Mosoge 1990:20). Their position as implementors of the state policy had been criticised by emergent union members and they had been perceived as collaborators (Mosoge 1990:20). There are accusations that some of the education authorities are still conservative and want to maintain the status quo. Maluleke (1998:6) writes that:

Many of these officials are remnants of various departments of education of the former homeland government. Other were employed because they were politically more correct than suitable
for their posts. Employing them was one way of the government to thank them for putting it in power. Today these officials act as shining examples of affirmative action. It may not be easy for the government to forsake them just like that. However, if the government is serious about reducing over-spending, corruption and severe administrative weakness, it should consider retrenching some of these people.

The above comment suggests that there are some education authorities who have not been adequately prepared for the changes in the education system. In most cases these education officials are not prepared well enough to implement new policies and to incorporate the militant union members into their school management teams. This, in turn, does not help to improve relations between school managers and teacher union members. In Maluleke's (1998:6) opinion, education is a mess not only because of teacher union activities but also because the government continues to leave education management in the hands of officials without a vision.

Maluleke (1998:6) suggests that the conservative education authorities may refuse to incorporate teacher union members in their school management teams. Since school managers play a role in both the facilitation of teacher union involvement as well as the implementation of departmental policies, it is necessary to review their position within the education system. This will be done by reviewing the expectations of the employer (State) and those of teacher unions with regard to the role of school managers in the management of schools.

2.5 WHO IS A SCHOOL MANAGER?

The intention here is not to re-define the concept "school manager" as this has already been done (cf paragraph 1.7.1). The aim is to find out what expectations the employer (Education Department) as well as the employee (teacher trade union member) have of the role of the school manager with regard to the management of schools. Bush (1995:10) argues that schools are staffed predominantly by education professionals, and he further claims that this has
implications for the nature of management in educational institutions because professionals seek a measure of control over their working environment. According to Handy (1984:7) schools are organisations of professionals who, in the manner of professionals, like to manage themselves. In this instance, Grace (1994:18) argues that:

The discourse of modern management and bureaucracy was largely absent from schools. Headteachers were expected to relate to their colleagues within the principles and procedures of modern professionalism rather than managerialism. The empowerment of professional teachers and headteachers at this time empowered the culture of professionalism itself. The dominant notions of this era were that schools could be effectively organised and administered by a competent group of professionals. With the headteachers as leading professionals and with a consultative mode of decision-making, a model form of internal school governance would be established.

According to Bush (1995:21) the integration of the needs of the organisation and its clients with the expectations of the teacher is provided by heads and their senior teams, who are often sandwiched uncomfortably between the conflicting pressures of bureaucracy and professionalism. This suggests that bureaucracy is not totally absent from the management of schools. One wonders if bureaucracy can still be regarded as a relevant and efficient form of management, more especially because some authors such as Packwood (1989:9) and Everard and Morris (1990:9), maintain that the conception of authority relationship within an educational system is contrary to democratic principles and has a miseducative effect on learners.

2.5.1 The hierarchical nature of the education department

Until now Education Department is regarded as a hierarchical structure where the organisational structure is emphasised with particular reference to the authority and responsibility of the managers at the apex of the structure. Packwood (1989:9)
provides a precise definition of the hierarchical structure and locates it firmly within the bureaucratic framework when he states that:

One of the basic properties of bureaucratic organisation is the way in which occupational roles are graded in a vertical hierarchy. Authority to prescribe work passes from senior to junior roles, while accountability for the performance of work passes in the reverse direction from junior to senior. Authority and accountability are impersonal in that they are attached to roles, not to the personalities of the individuals who occupy the roles. The headteacher has the authority to define the work of the deputy headteacher in a school because he or she occupies the role of headteacher and not because of who he or she is as an individual.

The Education Department conforms to Packwood's definition of hierarchical structure because in a school situation, for example, school managers are at the apex of the structure and they have the authority to prescribe work for teachers (Packwood 1989:9). The critics of the Education Department as a hierarchical structure argue that:

- Managerialism is in conflict with the values and purposes of schools.
- Hierarchically organised schools deprive teachers of involvement in fundamental educational thinking.
- The conception of authority relationship within an educational system is contrary to democratic principles and has a miseducative effect on pupils.
- Managers surreptitiously enjoy the exercise of power, kick away much conventional morality and subjugate employees to the demands of the organisation (Everard & Morris 1990:9).

However, Everard and Morris (1990:10) believe that these arguments rest on false premises because most authors reconcile education and management. According to Packwood (1989:12) management in education can be seen as a process of engaging in or regulating conflict, bargaining, power and exchange. The management's task is to look after the interests of all the stakeholders and keep some sort of balance between them. The stakeholders have the right and duty to resist demands that seriously upset the balance and health of the organisation.
It is a help when the different stakeholders recognise and respect each other's legitimate aims for the organisation, and can see that its best interests are saved when any conflict is resolved by consensus; hence, because the emphasis of this study is on the school managers' perceptions of teacher unions, it is important to review the role that is played by the social structures in conditioning school managers and teacher organisations.

2.5.2 The school and the society

Much criticism is levelled at schools for being out of touch with the world outside them. Some of it may be justified in the sense that few teachers have had an opportunity of working anywhere other than in an educational establishment. Those who have held a responsible post in industry or in the public service outside education develop a useful frame of reference by which to judge what goes on in schools (Everard & Morris 1990:154). They are of the opinion that those teachers who manage organisations should remember that they are part of a bigger system and they are interdependent with the rest of society which they serve as society serves them (Everard & Morris 1990:155). They further maintain that:

To ensure that they keep track of what is going on around them, successful organisation managers make a point of having a wide circle of contacts and of staying interested in developments outside their immediate sphere. Blinkered managers are unlikely to pick up from the flow of events what may hit them tomorrow. They fail to anticipate what new demands may be made on them, and are caught unprepared. Managers have to take into account prevailing currents of opinion, to aim not at where the environment is now but at where it will be when they are able to respond.

(Everard & Morris 1990:155)

Everard and Morris (1990:155) also maintain that the way in which school managers perceive and conceptualise organisations influence the way they manage them, so it is worth exploring the manner in which they perceive teacher unions. In evaluating his or her position with regard to the expanded role of teacher unions in the management of schools, the school manager has to ask questions such as: What aims do teacher unions have for the school? Is there any
conflict, actual or potential? Is there an umbrella statement of purpose that subsumes all these aims? Do all members of the teacher union subscribe to this? How well are these aims articulated and used in directing the affairs of the school? What more can be done to generate the sense of common purpose and commitment to agreed aims or ends? In order to answer these questions objectively it is important to examine the school managers' role and position in the management of schools.

2.5.3 The position of the school manager within the labour relations system

Labour relations may be briefly defined as the interaction between the employer and the employee in the field of labour; particularly when this interaction occurs in a group context (Jackson 1977:17). More specifically, labour relations are concerned with the setting up of rules governing labour. The labour relations setup entails collective bargaining, which is bargaining over wages, working conditions, fringe benefits, and so on, on a collective basis between employer and employee (Friedman 1987:152). Collective bargaining really got under way in South Africa with the beginning of the mining and manufacturing industries (Ncube 1985:21). Although the education system was at first not directly affected by the process of collective bargaining, teachers were soon absorbed into the process immediately after the passing of the Bantu Education Act of 1953 which placed Black teachers under stressful working conditions (Hartshorne 1992:288).

The introduction and acceptance of collective bargaining by the Education Department has placed new challenges on the school managers' traditional role as agents of the department at school level. Before the introduction of democracy and the unionization of the teaching profession, South African teachers were placed under the purely bureaucratic type of management which stressed the importance of the hierarchical authority structure with formal chains of command between the different positions in the hierarchy (Gounden & Dayaram 1990:313). Gounden and Dayaram (1990:314) continue to state that the pyramidal structure was based on the legal authority vested in the officers who held places in the
chain of command, and office holders were responsible to superordinates for the satisfactory conduct of their duties. Now that there has been radical reform in education, the following paragraph examines Van der Westhuizen's (1991:58) levels of educational management. Specifically, the examination includes a brief review of the current status of the school managers and a comparison of the other stakeholders' role within the professional educational management.

2.5.4 The different levels of educational management

Educational management cannot be restricted to the principal or the school situation only. Management manifests itself on all levels of the education hierarchy...inside the classroom and outside the school (Van der Westhuizen 1991:57; Dekker & Lemmer 1993:361). This suggests that school managers occupy a specific position within the educational hierarchy where their success depends on the interaction and co-operation with managers on the other levels. The three levels of management in the education situation are distinguished as follows:

Figure 2.1: Educational management at different levels (Van der Westhuizen 1991:58)
The top level is occupied by the system managers who are the education policy makers, whereas the bottom level is occupied by the classroom managers who are responsible for instructional activities inside the classroom. School managers, according to Van der Westhuizen (1991:58), occupy the middle level. It is clear, therefore, that the school manager is dependent on people to be able to fulfill his or her calling and to be able to ensure good education for learners.

The school managers' position as middle managers of educational management places them in a vulnerable situation whenever there is dispute between the classroom managers (mostly teacher union members) and the system managers (officers of the education department). School managers hold visible positions of leadership within the educational management and because of this reason they face numerous situations that test their moral character (Gounden 1991:54). As it was stated earlier, in most instances school managers had been forced to compromise important professional issues in order to satisfy the demands of the militant teacher union members (cf paragraph 2.3.3). In the face of this situation, where teacher unions focus mainly on economic and political priorities, (Bascia 1990:301), it has become imperative to review the development of the new working relationships between teacher unions and school managers.

2.5.5 The development of new working relationships

Teacher leadership has become a key element of recent initiatives to enhance the profession of teaching and restructure schools (Berry & Ginsberg 1990:618). In fact, teacher participation, generally speaking, is not something new. Its informal exercise in schools and classrooms has long been recognised (Cuban 1983:16). Teachers have also assumed limited formal participative roles in schools, for example in union activity, as departmental chairs, and as members of advisory committees. However, recent strategies to involve teacher union represent often dramatic departures from the more traditional roles. These strategies place teachers with school managers at the centre of school level decision-making.
addition, they call for substantially different working relationships among teachers and between teachers and school managers (Little 1990:14).

How new working relationships develop between teacher unions and school managers is key to the efficacy of these new and emerging leadership roles (Rallis 1990:301). Although relationships between teacher unions and other stakeholders are clearly important, it is the relationship between teacher unions and school managers that may be crucial, especially in the early stages of teacher union involvement. The new roles of teacher unions depend heavily on teacher-principal interaction and collaboration. According to Rallis (1990:302) school managers are in first-order positions to block, to support and facilitate, and to shape the nature and function of teacher union leadership in their schools.

Research reveals that one of the most enduring conditions of schools is that teachers and school managers generally work in isolation and on different aspects of schooling (Rallis 1990:304). Although teachers and school managers generally work at a distance, their relationships are influenced by long-standing patterns of accountability and control. Most teachers believe that they are accountable primarily to their principals in areas of classroom performance and their students' conduct and academic learning (Gounden & Dayaram 1990:310). Most believe that their principals hold certain managerial prerogatives, especially in the allocation of tasks and resources within the school. In addition, teachers tend to assume a reactive rather than a pro-active stance to administration in those decisions that the administration makes regarding curriculum and instruction (Gounden & Dayaram 1990:310). Such deference and acquiescence may be attributed in part to the historical role of school managers in school-level management and decision-making. It may also be attributed to deeply rooted patterns of power and accountability in most schools and districts. Blasé (1989:597) maintains that these patterns of control and deference create a fragile balance in school manager-teacher union relationships, a balance buffered by the separateness that characterises much of their work in schools.
2.6 THE CURRENT RELATIONSHIP BETWEEN TEACHER UNIONS AND SCHOOL MANAGERS

Schools are to some extent stuck with their past, with their reputation, the kinds of people or staff they hired years ago, their site and traditions. These aspects take years if not decades to change. Mampuru and Calitz (1993:51) maintain that staff members who are accustomed to power culture with a strong control figure will find it very hard to adjust to the more participative task culture even if they all claim that this is what they want. Given the history of the South African education system, it is evident that teacher participation in the management of schools was never considered seriously. This is because, according to Hartshorne (1988:3), during the period of apartheid the South African school administrators were conditioned to operate under undemocratic situations.

Hartshorne (1992:288) maintains that from 1953 onwards the political and civic rights of teachers, particularly black teachers, had been severely and increasingly limited, so that any criticism of the education department, the government, any State department or provincial administration could be regarded as ground for dismissal. The lack of teacher participation in decision-making and in the management of a school could be attributed to the “illegitimacy” of the former government which made the racial education departments to be perceived as illegitimate (De Wee 1994:10). According to De Wee (1994:10) it is this lack of legitimacy on the part of the State and its apparatus that is the principal source of the current conflict between teacher unions and school administrators. The former State’s lack of legitimacy is derived from the policy of apartheid in general. Its values, based on the imaginary racial superiority of Whites over Blacks, were steadfastly promoted by the Department of Bantu Education and later, the Department of Education and Training (Hyslop 1988:6).

The current conflict between the militant teachers and school managers has its roots in the authoritarianism of Bantu Education, rooted as it was in philosophies of Christian National Education and Fundamental Pedagogics (De Wee 1994:11).
Hyslop (1988:6) and De Wee (1994:11) are of the opinion that authoritarianism, and the conflict attendant on it that is evident in schools today can be traced to the influence that these philosophies had on schooling as a whole in South Africa. De Wee (1994:11) maintains that the teachers' frustration and anger, directed mostly at the educational management, becomes understandable when considering the fact that teachers are torn between pupils and the education department, and their perception that the former State education departments were responsible for entrenching the former government's dogma.

The teachers' struggle to participate in school management should also be understood as part of their broader struggle to challenge their exclusion from the decision-making process dealing with issues affecting them. Such exclusion has not only taken place in schools, but also in in-service teacher education programmes (Van den Berg 1987:20). This exclusion of teachers is appropriately characterised by Van den Berg (1987:20) when he writes that:

> South African schooling has a long and nefarious legacy of autocratic control. Teachers are not generally seen by schooling authorities as active agents who should be encouraged to innovate and seek to bring about change. This is well reflected in the history of relationships between schooling authorities and the organised teaching profession, where consultation is usually viewed by the authorities as a necessary evil or as a useful public relations exercise rather than an inherent aspect of the governance of schooling or as a legitimate right and responsibility of teachers.

In their struggle against apartheid education, teachers and learners have perceived school administrators to be part of the system to which they were opposed. Such perceptions also account for the conflict between teachers and principals over the issue of teacher union participation in school management (De Wee 1994:12; Gounden & Dayaram 1990:310). The involvement of teacher unions in the management of schools, and thus the shared decision-making school of thought is opposed to the tradition of centralist decision-making where the principals in schools acted as agents of the department, implementing policies and decisions made by officials in a central office (Chapman 1990:54). Teacher
union participation, resulting in shared decision-making in the management of schools should be seriously considered by the schooling authorities as it has the effect of changing relationships and compelling many people to play new roles. The role conflict that may result from work redesign may suggest different interests and agendas that school managers and teacher unions bring to the task of defining and performing instructional leadership (Jones 1993:37). Another factor that may have exacerbated the conflicts and uncertainties concerning changes in status, power, authority and accountability in these new relationships could be the influence of the media. It is probable that the media has a great influence on the formation of perceptions of any social structure in the community. One wonders to what extent the South African media has contributed in influencing the school managers’ perceptions of teacher unions.

2.7 THE ROLE OF THE MEDIA IN THE FORMATION OF PERCEPTIONS OF TEACHER UNIONS

The role of the media in shaping the perceptions of school managers with regard to teacher unions in South Africa cannot be overemphasised. In any country, either democratic or autocratic, the media is most likely to be a mirror for reflecting some of the perceptions, thinking, feelings, attitudes, and practices of the government (Mentor, September 1987:41). In South Africa, before the introduction of democracy, freedom of speech was restricted. This basic right could not be exercised even through the printed page (Mentor, September 1987:41). One still wonders to what extent this practice influenced the South African reporters when they were expected to report about issues that concerned government structures. Now that South Africa is a democratic country, one wonders if there are still some ideas an editor can present to his or her readers, and others that he or she dare not. A brief examination of how editors and journalists reflected on the activities of teacher unions is given. This is done by investigating the previous as well as the current role of the media in the formation of perceptions about teacher unions.
2.7.1 The commercial media

As was mentioned earlier, the launching of SADTU was an historic occasion. For the first time in the history of South African education, teacher trade unions were afforded recognition which meant that the principle of the right to strike-action by teachers was accepted (Vadi 1993:86). SADTU's unionist orientation, as well as its strategy of organising teachers into a trade union fashion forced administrators from the different apartheid education departments to become reluctant to give it formal recognition. The education departments' reluctance to recognise SADTU resulted to tensions between the union and the education authorities (Metcalfe, Nkomo & Vadi, 1992:110).

Vadi (1993:86) maintains that SADTU's campaign for recognition had unfortunately led to negative media coverage. Vadi's opinion is supported by Gounden (1991:54) when he states that some South African journalists often seem to have strange preconceived ideas about the unionization of the teaching profession. He further maintains that aggravating this perception of teacher unionization are journalists and reporters who sometimes suck information out of the proverbial thumb, mainly because the unionization of the teaching profession in South Africa had been coupled with disruptions in schooling (Gounden 1991:54). Qwelane (1993:29) in an article titled "Intellectual necklacing by democrats", implies that the weak results in black schools are the consequence of chalkdown strikes orchestrated by SADTU. To use his words: "The bitter harvest of this shameful exercise will be the regular dismal results after year-end examinations, and no prizes for guessing who will be first to decry the abysmal results". One wonders if this gentleman has had first-hand experience of the appalling conditions under which most of these unionist black teachers are expected to teach.

Perhaps out of sheer ignorance, many journalists and reporters might fail to see the connection between the teachers' militancy and the conditions under which they work. Dr Gordon Sibiya (1993:6) accused teacher unions of seeking to ignite
a strike over "peripheral issues which would not warrant the downing of tools under normal circumstances". In the same article Sibiya called for the disbandment of SADTU and said that the union should be converted into a professional teachers' body, which would imply the end of trade unionism in education. It is doubtful whether Sibiya was aware of the fact that SADTU is the only unitary, non-racial and national union for the South African teachers. The disbandment of SADTU might result into teachers losing their collective bargaining rights. Seemingly, there are writers and reporters who forget the fact that of all the democratic rights for which many people gave up their education, the right of workers to collective bargaining, simply to protect their living standards, is the most sacred.

The South African media has portrayed teacher unions as groups of activists who are interested in "toyi-toying" instead of doing their duties during school hours (The Citizen, 12 January 1993:8). In this article it is also stated that the teacher unions are organisations which want to sacrifice the education of black children for the sake of their agendas. Newspaper headings such as: "Union expels white teachers" (The Sunday Times, 17 January 1993:4); "SADTU slates State's school system" (The Herald, 19 January 1993:5), can only lead to the development of a feeling of fear in members of the public and this can have an adverse effect and a damaging influence on their perceptions of teacher unions. Such negative influence can be observed in the manner in which the media reported the acrimonious relationship that existed between the militant teacher union and the educational authorities. For example, in the City Press (1993:6) teacher union were accused of consisting of a "false" leadership which have the zeal to strike at the drop of a hat to the detriment of the education system.

Although teacher unionism is a matter of interpretation, it is imperative that what is reported in the media should be objective and be based on knowledge gained through experience. An attempt should be made at gaining an objective perspective of the teacher unions' activities. This would help even the most subjective reader to view the unions' strategies within the relevant context.
2.7.2 The teacher union publications

The established teacher organisations have since their inception attempted to establish links with the different stakeholders in education. Newspapers were published and distributed with the aim of spreading educational as well as political news to teachers, parents and learners. The newspapers and teacher publications that are mentioned here include those publications which were edited by the most prominent teachers of the time. A journal such as "The Good Shepherd" is one of the most widely read journals. This teachers' journal was first edited by T.P. Mathabathe who was the President of the Transvaal African Teachers' Association and a teacher from Kilnerton. "The Good Shepherd" was to play an important role, not only in Transvaal affairs, but also in the attempts to build up a national teacher organisation (Hartshorne 1992:292).

Another teachers' publication which began to publish articles advocating the Non-European Unity Movement (NEUM) policies was "The Teachers' Vision". This publication had a considerable political influence on African teachers in the Cape. The basic point of view that was put forward was that no progress could be expected if teachers limited themselves to negotiations between professional bodies and the education department; what was needed was for teachers to link themselves with a mass political movement, and press for the establishment of a single, non-racial education department (Hartshorne 1992:295).

The "Mentor" is also one of the teachers' publications which received much criticism from the education authorities. This journal was a publication which addressed issues that concerned the Natal Teachers' Society (NTS). According to Loureiro (1987:7) "Mentor" was criticised for becoming highly politicised and for being a most controversial publication. The "Mentor" was known for its belief in a non-racial education system. This journal did much to present to the readers, especially the White English-speaking teachers, the crucial issues of the country that affected teachers and the education of its future citizens.
The teachers' publications were aimed, *inter alia*, at the unification of the teaching fraternity and the establishment of a non-racial education system. How far these teachers' publications succeeded in achieving these aims is still not clear. Many factors might have contributed to their failure to forge unity among the racially divided teacher organisations. The major factor that hindered these publications from spreading their message was the government's policies of separate development and repression which prohibited teachers from organising across racial lines (Hartshorne 1992:295). These policies made it difficult for the different teachers' publications to circulate freely in order to reach teachers across racial lines. It is therefore understandable why these publications failed to influence teachers to unite against the evils of the apartheid education system. The case of circulation and distribution was also a hindrance to the process of building up a non-racial, national teacher organisation. Seemingly, teachers could not gain easy access to all teachers' publications as each racial teacher organisation concentrated on circulating its publication among the teacher members of its own racial group. This practice made it difficult, if not impossible, for the teachers of different racial groups to speak in one voice. Although it cannot be denied that the early teachers' publications contributed to the establishment of the present non-racial education system, they failed to eliminate suspicions, distrust and division in the ranks of teachers and among teachers of different races (Hartshorne 1992:295).

Today SADTU has managed to produce a non-racial teachers' newspaper known as "The Teacher". This publication has presented itself as the transcender of differences and it claims to be the mouth-piece of all South African teachers irrespective of colour or race. Although it is relatively new, this newspaper claims to have a circulation of more than 200 000 (The Teacher, May 1997:2). From the contents of this publication it can be assumed that its target audience is the classroom teacher. If that then be the case, there is little hope that this newspaper will ever be able to alleviate the conflictual relationships between classroom managers and school managers.
2.7.3 Departmental liaison services

The previous Education Department was aware of the fact that there were teachers, parents and learners who were casting doubt on its right to exist. In order to maintain its influence and control over education in South Africa, the former government also made use of different publications and newsletters which would help it to promote its policies (Mentor, September 1987:40). During the past years, there has been a sharp increase in the interest shown in education in South Africa, and particularly education for Black people. A single example of this phenomenon is the great amount of space and time allocated to this subject by the printed and electronic media (Louw 1991:38). To promote the flow of educational and other information to teachers, the Education Department issued the publication known as "Educamus". This publication is freely circulated to all schools, which means that it is probable that this publication was read by most teachers. Although the opinions expressed in "Educamus" are educational, it served to promote the Nationalist Party Government's education policies because it was the Education Department's officials who edited all the articles which were included in this publication. By making use of this publication, which has a monthly circulation of about 66 500, the Education Department is in a good position to shape school managers' as well as teachers' perceptions of the teacher unions (Louw 1991:38).

Another publication which was used by the Education Department to promote its policies is the newsletter called "Focus on Education". Parents, teachers and learners were kept informed through this newsletter which has a circulation of about 450 000 (Louw 1991:38). Regional newsletters were also published by each regional office to bring educational news flashes to the attention of teachers and parents. There is also a magazine called "The Student" which is specifically intended for learners.

Despite all these liaison services at its disposal, the Education Department failed dismally to positively influence teachers and the community to accept its
legitimacy. Teachers and parents continued to criticise the Education Department for its failure to involve them in the management of education.

Even though these liaison services and newsletters were meant to be the mouthpiece of the Education Department, they did not help to protect it from the criticism of the progressive teacher organisations. The progressive teacher unions regarded these publications as the Education Department's strategies to influence teachers to continue their work within the segregated structures. Consequently, the militant teacher unions demanded an end to the circulation of these publications in favour of publications which would be edited by teachers (The Teacher, May 1997:3).

2.8 THE TEACHER UNION INVOLVEMENT IN THE MANAGEMENT OF SCHOOLS IN THE VRYHEID REGION

The Vryheid region is situated in the north-western part of KwaZulu-Natal. Although it is a semi-urbanised region, there are rural schools where teachers do not receive much educational information from the Department (Mkhize 1997:3). Mkhize, SADTU organiser in KwaZulu-Natal, claims that some principals are still conservative, and when they receive information from the Department they decide what to give to teachers (Mkhize 1997:3). In the same article Mkhize maintains that one of the major problems in the early days was strong intimidation from the authorities. The reason for such an intimidation was that teacher union participation could be used as a ground for dismissal in the apartheid era (Hartshorne 1992:289). Mkhize (The Teacher, May 1997:3) maintains that "grassroots" teachers were willing to join SADTU, but they could only do so in secret. So, in many ways, adds Mkhize (1997:3) "things have improved, and we have had some amazing organising successes".

The above comment suggests that the South African Democratic Teachers' Union has been relatively successful in raising teachers' consciousness with regard to
their rights. Teachers in the Vryheid Region are becoming more and more unionized. The number of paid-up union members is increasing each and every year (The Teacher, May 1997:3). Another point to support the increased rate of teacher unionization is the manner in which teachers responded to the SADTU rally which was organised by the Vryheid branch on 5 February 1998 (Vryheid Herald, February 1998:5). The unionized teachers in the Vryheid region, just like any other unionists, are vigilant and they are beginning to critically analyse the realignment of conservative forces within the education department. There are several SADTU branches within the Vryheid region and there are teachers who are very active in recruiting teachers for SADTU.

At a SADTU meeting held on 18 April 1998 its leaders requested the members to become involved in dealing with disputes, bargaining in the provincial chamber, setting up committees to deal with the new curriculum and the recruitment of new members. In response to the union's request, site committees have been set up in most schools where there are SADTU members. These site committees are set up according to the structure which is laid down in the SADTU's site stewards' manuals which are distributed to all sites. The site committees ensure that the union is represented in decision-making in all schools where it has members. It is through the site committees that teachers in a school or site express their views on all matters that the site-steward takes up on their behalf. SADTU members are also encouraged by its leaders to stand for elections in the School Governing Bodies that are elected according to the guidelines of the South African Schools Act no.84 of 1996. For the first time in the Vryheid region, teachers are fully represented in the management of schools. Teacher unions, through their representatives in the School Governing Bodies, are involved in decision-making at school level. Teachers at this level are now able to negotiate directly with the local government and their immediate communities. Involving teacher unions, particularly SADTU, in the management of the schools in the Vryheid region has not been without problems and conflicts. One wonders what effect these disputes and conflicts have had on the administration of public education in the Vryheid
region. This necessitates research into the school managers' perceptions of teacher union involvement in the management of schools.

2.9 CONCLUSION

In this chapter a brief historical survey of teacher union involvement in the management of schools in the United States of America and the United Kingdom was presented. It was indicated that in the United States of America teacher unions are major participants in American educational practice. In fact, they are the legal representatives of teachers' occupational interests and they have become more or less accepted players in school and district policy making (Bascia 1994:1). Unlike in the USA, teacher unions in the United Kingdom have always insisted on professionalism. Lawn (1988:290) is of the opinion that professionalism inhibits the systematic development of a trade union orientation in the teaching fraternity of the United Kingdom. With reference to the history of South African teacher organisations, it was discovered that these organisations have been based on racial divisions (Mothata 1996:10). The racial divisions have contributed to the difficulties which were experienced by democratic movements in their attempts to unite the South African teaching profession. It was also discovered that the policy of separate development benefited some teacher organisations more than others and this system also helped to condition the school authorities to operate under undemocratic situations (Hartshorne 1988:3). This undemocratic conditioning made it difficult for the administrators of the apartheid education departments to accept their new roles in a shared decision-making process (Vadi 1993:87).

Other issues that were discussed in this chapter include the traditional as well as the new roles and positions of school managers within the Education Labour Relations Council; the influence of labour unions in the formation of perceptions of teacher unions; the role of the media in the formation of perceptions of teacher unions in South Africa; the source of conflict between teacher unions and school
management and the teacher union participation in the management of schools in the Vryheid region.

The following chapter gives an outline of the exploration of teacher union participation in the management of schools. It describes the empirical investigation into school managers' perceptions of teacher unions.
CHAPTER 3

TEACHER UNION PARTICIPATION IN THE MANAGEMENT OF SCHOOLS

3.1 INTRODUCTION

In this chapter the methodological procedures adopted to acquire the data needed on the current state of school managers' perceptions of teacher unions in the Vryheid region will be described. An investigation will be made on how effective teaching and efficient learning in this region can be brought about by expanding current teacher union involvement (cf section 1.2). The selection and design of the research instruments are discussed, followed by a presentation, analysis and interpretation of the data.

3.2 AIM OF THE EMPIRICAL INVESTIGATION

This empirical investigation was selected because it is an efficient method of assessing perceptions, attitudes and opinions towards individuals, organisations, events or procedures (Gay 1987:11). This study involved assessing the perceptions, opinions and attitudes of school managers with regard to teacher union involvement in education. To determine this, use was made of primary sources such as correspondence between school managers and teacher union members, newspaper cuttings and circulars from the Department of Education (cf section 1.4). To supplement the information in the documents, the empirical investigation in the form of a questionnaire became indispensable, since it is concerned with finding out “what is” (Borg & Gall 1989:331). A questionnaire is justifiable for this research because the researcher realised that there are no other
more reliable and valid techniques that could be used to disclose the school managers' perceptions of teacher unions in the Vryheid region.

3.3 DESCRIPTION OF THE SAMPLE POPULATION

The population relevant to this study comprised eighty school managers in the Vryheid region (cf section 1.5). There are five hundred and thirty-two schools, fifteen circuits and four districts as indicated in the organogram (cf Figure 3.1). The Vryheid region is one of the eight education regions that form KwaZulu-Natal Education Department. The researcher chose the Vryheid region because it has the population which represents all the relevant subgroups that comprise the KwaZulu-Natal Education Department. It is therefore a microcosm of the KwaZulu-Natal Education Department, representative of other education regions and reflecting the school manager-teacher union relationships as they are observed in the whole of the KwaZulu-Natal Education Department (cf organogram, figure 3.1: 64).

The purpose of this study is to generalize results to a large group of school managers. In this study it was unnecessary to use all the five hundred and thirty-six individuals in the population as subjects. Rather, a random sampling was used to select eighty participants from the population to provide participants. Schumacher and McMillan (1993:160) maintain that a sample saves time and money and provides valid results for the population if the sampling is done correctly. The method of sampling chosen by the researcher was that of stratified random sampling. This method is relevant for this study because Vryheid as an education region is formed by schools from different historical backgrounds, and thus school managers from different educational backgrounds. The population was divided into subgroups or strata on the basis of the participants' educational background, that is, participants from the same previous Education Department were grouped together. After dividing the participants according to their educational backgrounds, samples were drawn randomly from each subgroup. To
ensure that the final sample has a sufficient number of participants in each subgroup, non-proportional sampling was used. For example, all school managers from the previous Department of Education and Training (DET) were put in one box. The researcher selected the same number of participants from each subgroup to be in the final sample.

Figure 3.1 Organogram representing the target population of this study in the Vryheid Region (Ndlovu 2000:2).
3.4 HOW THE RESEARCH WAS CONDUCTED

3.4.1 Development of the questionnaire

Since the population was widely and thinly spread, the use of mail questionnaires was a relevant technique in this investigation. This saved both the researcher and the respondents time, input and money. Many educationalists such as Borg and Gall (1989) and Schumacher and McMillan (1993) concur in stating that the questionnaire makes it easy for the respondents to answer questions of personal or embarrassing nature more willingly and accurately, as they are not actually facing the interviewer, who may be a complete stranger.

A set of questionnaire was developed for school managers. This questionnaire was developed because the gist of this study comprises the perceptions of school managers with regard to teacher unions' involvement in the management of schools. The school managers occupy a major position which allows them to interact with teacher union members. The school managers are in the forefront of any educational activity in schools. They perform a functional activity and they cannot be left out of a research project that concerns them directly. Above all, they are in the position to answer many questions with regard to teacher union involvement in their schools.

The construction of the questionnaire was guided by the general principles suggested by Borg and Gall (1989), Cohen and Manion (1989) and Nachmias (1987). There is a considerable range of opinions concerning what constitutes the optimum length of a questionnaire, but it is generally agreed that, provided the purposes of the research are met, shorter questionnaires are more effective. The questionnaire used in this research has fifteen items (cf Appendix A).

A personal request was made to the Regional Chief Director of the Vryheid region for permission to collect data from schools in his region (cf Appendix B).
Permission was granted after consultation with the KwaZulu-Natal Education Department Head Office (cf Appendix C).

3.4.2 Administration of the questionnaire

3.4.2.1 Pilot study

Pre-testing was done with ten school managers around the Ulundi region during the third week of November 1999. This was done in accordance with Leedy’s (1989:143) observation:

> All questionnaires should be pre-tested on a small population...Every researcher should give the questionnaire to at least half a dozen friends or neighbours to test whether there are any items that they have difficulty in understanding or that may not ask exactly what the writer of the questionnaire is seeking to determine.

Through the use of pre-testing the researcher was satisfied that the questions asked were meaningful because clear responses were received from the respondents and hence, on the basis of the feedback received, no adjustments were made to the draft questionnaire. Final questionnaires were prepared for distribution to eighty (80) school managers (cf paragraph 3.4.2.2).

3.4.2.2 Final administration of the questionnaire

During the first week of February 2000 questionnaires were sent to eighty (80) school managers. One questionnaire, a stamped, self-addressed envelope and a covering letter were furnished. Participants were requested to complete and return the questionnaires using the self-addressed envelopes. Where possible, the researcher employed the superintendents of educational management to administer the questionnaires in their respective circuits.
After the participants had completed the questionnaires, they either had to mail them using the stamped, self-addressed envelope or they had to return them to the superintendent of educational management, who in turn returned them to the researcher. The participants whose schools are near the Circuit Office were asked to return the completed questionnaires to the Circuit Office. The participants whose schools are a distance from the Circuit Office were asked to return the completed questionnaires to the researcher in the self-addressed and stamped envelope by not later than 25 February 2000.

The completed questionnaires began to arrive before the end of February, but most of them were received on 28 February 2000. Those questionnaires that were sent to the researcher by the secretary of the superintendent of educational management were received during the first week of March 2000.

The questionnaires received by the 3 March 2000 were 58 (giving the response rate of 72,5%). On 4 March 2000, the researcher undertook a follow-up method in the form of a postcard reminder (cf Appendix D). The reminder postcards were sent to all participants. This was done because responses were anonymous and the researcher did not know from which participants the received responses had come. The follow-up was reasonably effective and it finally increased the response rate by 16,25%. The responses were as follows:

<table>
<thead>
<tr>
<th>School managers</th>
<th>Number of questionnaires mailed</th>
<th>Number of questionnaires received</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>80</td>
<td>71</td>
<td>88,75</td>
</tr>
</tbody>
</table>

Table 3.1 Final response from school managers

This represented a satisfying response. Concerning the non-response, the researcher gained the impression that, since it was the beginning of the first school term, some participants might have been pre-occupied with administrative duties and therefore forgot to return the questionnaires or they might have ignored
the appeal to complete and return the questionnaires. This is evidence that "...response is correlated with interest in the subject of survey" (Borg & Gall 1989:331).

Having outlined the methodological procedures adopted in the empirical investigation, the following section is directed to an analysis of the data obtained in connection with the formulated research questions.

3.5 ANALYSIS AND INTERPRETATION OF THE DATA

3.5.1 Introduction

The questionnaire is divided into Section A and Section B (cf Appendix A) Section A has five items. A five-point scale was used and each response to an item was assigned a number of points, for example: EXCELLENT = 1; GOOD = 2; AVERAGE = 3; POOR = 4; and DISTURBING = 5. Section B has ten items. Each response to an item was assigned a number of points as follows: YES = 1; NO = 2; and NOT SURE = 3.

The first step the researcher took was to give each response an ID number. The second step was the scoring of the questionnaires. The respondents had to cross the relevant number as an answer. The scoring of data was done by hand and an extra check was done by a qualified A-test user from Ulundi who conducts psychometric and edumetric tests for students in the area and is an expert in scoring standardised tests. Rechecking is recommended by Gay (1987:336) when he states that it is advisable to have at least one other person scoring the tests as a reliability check.

After the tests were scored, the results were transferred to a summary data sheet. The scores were systematically manually recorded. Each item was assigned to its own column. Since data analysis involved item analysis, all the scores for each
item were tabulated at the end, as each item formed a subgroup. This was done without the aid of the computer because there was a limited number of subjects. This method is supported by Gay (1987:423) where he states that if the population size is not large, if a limited number of variables are involved, and if relatively simple statistical analyses are to be performed, the use of a calculator may be the most efficient approach.

After the statistical analyses had been completed, all the data was rechecked. The original scores were rechecked, as well as the data sheet. Presented below are statistical tables drawn up from the replies to the questionnaires. A brief overview is given of the analysis and interpretation of data from those questionnaires that were completed by the school managers. The findings are presented with sufficient interpretation to clarify meaning. The respondents had to cross the relevant number as an answer (cf paragraph 3.5.1).

3.5.2 School managers' perceptions of teacher unions

3.5.2.1 Opinions of school managers concerning the involvement of teacher unions in the functioning of schools

In your opinion how would you describe:
(a) The image of your school in the community?
(b) The image of teacher unions in the community?
(c) The culture of teaching and learning in your school?
(d) The contribution of teacher unions in the establishment of the culture of teaching and learning?
(e) The relationship between school managers and teacher union members in your school?

Table 3.2 The school managers' opinion concerning the image and functioning of schools since the formal involvement of teacher unions in the management of schools
Table 3.2 represents the consolidation of sub-tables 3.2.1, 3.2.2, 3.2.3, 3.2.4 and 3.2.5 as indicated above.

Sub-table 3.2.1 reveals that very few school managers (4,2%) regard the image of the school in the community as excellent. This sub-table also revealed that about 12,6% consider their schools to have a good image. It is appropriate to
relate the culture of teaching, learning and service in schools to the school managers' perceptions of the schools. The earlier findings (cf paragraph 2.3.3) indicated that in some schools where teachers were increasingly becoming unionized, the culture of teaching and learning was drastically disrupted. This might have negatively influenced the image of the schools. The 35,2% “average” responses suggest that some schools are still able to respond to the needs of the community even though they cannot be perceived as excellent. The 22,5% “poor” responses can be attributed to the fact that some schools have lost track of the developments in the community (cf Everard & Morris 1990:10) which makes it difficult for such schools to meet the needs of the community. The 22,3% “disturbing” responses can be attributed to the same reasons as stated above.

Sub-table 3.2.2 reveals that only 1,4% of school managers regard the image of the teacher unions in the community as excellent. This sub-table also revealed that 16,9% of the school managers regard the image of teacher unions in the community as good. This can be attributed to the fact that some school managers are leaders and facilitators of teacher unions. This implies that they are in a position to shape the image of teacher unions so that they are accepted in the community. The 39,4% “average” responses suggest that some school managers regard teacher unions as part of the social structure even though their contribution could not be regarded as excellent. The 28,1% “poor” responses can be attributed to the fact that there are some school managers who perceive teacher unions as irrelevant to the educational needs of the community (cf paragraph 2.3.3). What can be said here is that teacher unions still have a challenge to prove that they can effectively contribute to the needs of the community. The 14% “disturbing” responses imply that some school managers are of the opinion that teacher unions are not accepted in the community.

Sub-table 3.2.3 reveals that 29,5% of school managers are of the opinion that the culture of teaching and learning is good. This can be attributed to the fact that some school managers have been able to transform their schools to accommodate the different learning styles of different learners as well as the
different strengths of different teachers and are thus able to capitalise on those strengths. This sub-table reveals that 11,2% of school managers consider the culture of teaching and learning to be "average", despite the 57,7% "poor" responses and the 1,4% "disturbing" responses. The latter percentages can be attributed to the poor functioning of a large number of schools in South Africa.

Sub-table 3.2.4 reveals that 23,9% of school managers are of the opinion that the contribution of teacher unions to the establishment of the culture of teaching and learning is good. This can be attributed to the fact that most teacher union members are classroom managers who are directly responsible for the actual teaching of learners. The school managers might therefore view teacher unions to be in a good position to motivate and influence their members to establish and maintain a culture of teaching and learning in schools. The 43,6% "average" responses can be attributed to the fact that some school managers are of the opinion that teacher unions are playing a role in shaping educational programmes that would be best suited to their students (cf sub-table 3.2.2). However, the 30,9% "poor" responses and 1,4% "disturbing" responses can be attributed to the fact that some school managers fail to see the interconnection between the teachers' functional task and their engagement in union activities.

Sub-table 3.2.5 reveals that only 8,4% of school managers perceive their relationship with teacher union members as good. This can be attributed to the fact that some school managers realize the importance of maintaining good relations and trust between them and the teacher union members as this would have a positive effect in the functioning of the school (cf paragraph 2.6.3.3). The 22,5% "average" responses shows that in some schools attempts are made at improving the relations between school managers and teacher union members. The 43,6% "poor" responses may be because some school managers are still not sure about the benefits they could, as school managers, derive from being members of teacher unions. They might also be anxious about mingling with the militant teacher union members in the school management situation. The 25,3% "disturbing" responses indicate that in some schools there is a serious lack of co-
operation between school managers and teacher unions. If one bears in mind the findings by Bascia (1994:3) that when teachers are promoted to senior management positions within the educational hierarchy, their interests in teacher unionization decreases, it makes sense to assume that some of the school managers fail to create and maintain sound relationships with teacher unions.

3.5.2.2 Perceptions of school managers with regard to the involvement of teacher unions in the management of schools

<table>
<thead>
<tr>
<th></th>
<th>Question</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a)</td>
<td>Would you perceive the presence of teacher union members in your management team as irrelevant and obstructive to your administrative practice?</td>
</tr>
<tr>
<td>(b)</td>
<td>Would you agree with the statement that &quot;teacher unionism is another fad that will quickly fade once its problems are fully realized&quot;?</td>
</tr>
<tr>
<td>(c)</td>
<td>Would you agree with the statement that &quot;effective teaching cannot occur in schools where teachers are dedicated union members&quot;?</td>
</tr>
<tr>
<td>(d)</td>
<td>Would you perceive teacher union participation in the management of schools as leading to anarchy?</td>
</tr>
<tr>
<td>(e)</td>
<td>Would you perceive collective bargaining as a volatile confrontation between you and teacher union members?</td>
</tr>
<tr>
<td>(f)</td>
<td>Would you agree with the opinion that labour unions such as COSATU should be involved in the establishment of teacher unions?</td>
</tr>
<tr>
<td>(g)</td>
<td>Would you involve teacher union members in the decision-making process dealing with issues affecting them?</td>
</tr>
<tr>
<td>(h)</td>
<td>Would you become emotionally weakened if teacher union members lose faith in your leadership?</td>
</tr>
<tr>
<td>(i)</td>
<td>Would you accept the claim that teacher unions have produced meaningful improvements in education?</td>
</tr>
<tr>
<td>(j)</td>
<td>Would you perceive collective bargaining as an opportunity to effect change for the benefit of learners?</td>
</tr>
</tbody>
</table>

Table 3.3 School managers' perceptions of teacher unions
<table>
<thead>
<tr>
<th>Sub-table 3.3.1</th>
<th>Yes</th>
<th>No</th>
<th>Not sure</th>
<th>No answer</th>
<th>Total</th>
</tr>
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<tbody>
<tr>
<td>The presence of teacher union members in the school manage-ment team</td>
<td>51</td>
<td>20</td>
<td>-</td>
<td>-</td>
<td>71</td>
</tr>
<tr>
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<tr>
<td>Teacher unionism as a fad that will quickly fade</td>
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<td>25</td>
<td>18</td>
<td>4</td>
<td>71</td>
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<tr>
<td>Sub-table 3.3.3</td>
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</tr>
<tr>
<td>Teacher union members dedication to teaching</td>
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<td>25</td>
<td>9</td>
<td>-</td>
<td>71</td>
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<td>Sub-table 3.3.4</td>
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<td>No</td>
<td>Not sure</td>
<td>No answer</td>
<td>Total</td>
</tr>
<tr>
<td>Teacher union participation in schools leads to anarchy</td>
<td>29</td>
<td>28</td>
<td>14</td>
<td>-</td>
<td>71</td>
</tr>
<tr>
<td>Sub-table 3.3.5</td>
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<td>Not sure</td>
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</tr>
<tr>
<td>Collective bargaining as a volatile confrontation between school managers and teacher union members</td>
<td>33</td>
<td>10</td>
<td>27</td>
<td>1</td>
<td>71</td>
</tr>
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<td>The involvement of labour unions in the establishment of teacher unions</td>
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<td>46</td>
<td>16</td>
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<td>71</td>
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<td>Not sure</td>
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</tr>
<tr>
<td>The involvement of teacher union members in the decision-making process dealing with issues affecting them</td>
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<td>15</td>
<td>1</td>
<td>71</td>
</tr>
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<td>Not sure</td>
<td>No answer</td>
<td>Total</td>
</tr>
<tr>
<td>School managers' perceptions if teacher union members lose faith in their leadership</td>
<td>30</td>
<td>25</td>
<td>12</td>
<td>4</td>
<td>71</td>
</tr>
<tr>
<td>Sub-table 3.3.9</td>
<td>Yes</td>
<td>No</td>
<td>Not sure</td>
<td>No answer</td>
<td>Total</td>
</tr>
<tr>
<td>Teacher unions producing meaningful improvements in education</td>
<td>17</td>
<td>26</td>
<td>23</td>
<td>5</td>
<td>71</td>
</tr>
<tr>
<td>Sub-table 3.3.10</td>
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<td>Not sure</td>
<td>No answer</td>
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</tr>
<tr>
<td>Collective bargaining as an opportunity to effect change for the benefit of learners</td>
<td>15</td>
<td>28</td>
<td>27</td>
<td>1</td>
<td>71</td>
</tr>
</tbody>
</table>

Sub-tables 3.3.1 - 3.3.10
Table 3.3 represents the consolidation of sub-tables 3.3.1, 3.3.2, 3.3.3, 3.3.4, 3.3.5, 3.3.6, 3.3.7, 3.3.8, 3.3.9 and 3.3.10 as indicated above. Sub-table 3.3.1 reveals that an overwhelming majority of school managers (71.8%) perceive the presence of teacher union members in their management teams as irrelevant and obstructive to their administrative practice. This can be attributed to the deeply rooted patterns of power and accountability in most schools. These patterns of control and deference create a fragile balance in school manager-teacher union relationships (Blasé 1989:598) and it might lead to insecurity and suspicion on the part of school managers. The 28.1% "no" responses can be attributed to the earlier findings by Rallis (1990:301) that some school managers support, facilitate and shape the nature and function of teacher union leadership in their schools. It might be possible for these school managers to establish the relationship of trust and co-operation between them and the teacher union members.

Sub-table 3.3.2 reveals that 33.8% of the school managers agree with the statement that teacher unionism is another fad that will quickly fade once its problems are fully realized. This can be attributed to the fact that some school managers are of the opinion that much damage has been done in the education system, including the school management system through the activities of teacher unions (cf paragraph 2.3.3). The 35.2% "no" responses can be attributed to the fact that teacher unions are now recognised by educational authorities as important stakeholders in education and these school managers might therefore realise that teacher unions would be necessary to assist the educational process in coping with the developments in educational as well as political environments. The 25.3% "not sure" responses can be attributed to the fact that some school managers are not sure whether it would be possible for teacher unions to fade because of their strong link with labour unions as well as political movements (cf paragraph 2.4).
Sub-table 3.3.3 reveals that more than half (52.1%) of the school managers agree with the statement that effective teaching cannot occur in schools where teachers are dedicated union members. This can be attributed to the fact that teacher unions had been portrayed by the South African media as a group of activists who are interested in “toyi-toying” instead of doing their duties during school hours (cf paragraph 2.9). This might have influenced the school managers’ perceptions of teacher unions, more especially because teacher union activities had sometimes disrupted schooling. The 35.2% “no” responses can be attributed to the fact that some dedicated teacher union members might still find time to also become dedicated to their work and thus prove to be effective both in class as well as in union activities. The 12.6% “not sure” responses can be attributed to the fact that some school managers are still not sure whether there is any link between the teachers’ performance in class and their involvement in teacher union activities.

Sub-table 3.3.4 reveals that 40.8% of school managers perceive teacher union participation in the management of schools as leading to anarchy. This can be attributed to the fact that some school managers regard teacher union members as self-serving and incompetent teachers (cf Walker & Roder 1993:159). This can also be attributed to the fact that teacher unions are challenging the status quo, which sometimes lead to teachers refusing school managers access to classrooms for purposes of class visits (cf paragraph 2.3.3). The 39.4% “no” responses can be attributed to the fact that some school managers view teacher union members as innovative workers who can contribute to the improvement of the teaching profession. The 19.7% “not sure” responses can be attributed to the fact that some school managers have not involved teacher union members in their school management teams either because there are no active union members or because teacher union members refuse to help with management duties.

Sub-table 3.3.5 reveals that 46.4% of school managers perceive collective bargaining as a volatile confrontation between them and teacher union members. This may be because some school managers have in the past experienced volatile confrontation with teacher unions when they were called upon to manage unrest
situations in an almost impossible attempt to further the educative task of the school (cf paragraph 2.7). The 14% “no” responses can be attributed to the fact that some school managers would avoid volatile confrontation with teacher unions by either compromising important professional issues or by carrying out departmental policy inadequately (cf paragraph 2.5.3). The 38% “not sure” responses can be attributed to the fact that some school managers have never experienced serious confrontation with teacher unions.

Sub-table 3.3.6 reveals that a great number of school managers (64.7%) do not want the involvement of labour unions in the establishment of teacher unions. This indicates that most school managers are not comfortable with, and confident in the industrial relations approach to teacher concerns. This is in accordance with the earlier findings which indicated that when a teacher is promoted to a management position, his or her interest in teacher unionization decreases (Bascia 1994:2). The 11.2% “yes” responses can be attributed to the fact that some school managers believe that teacher unions would only survive because of their strong link to the labour unions (cf sub-table 3.3.2). The 22.5% “not sure” responses can be attributed to the fact that teacher unionization, in its present form, is relatively new in the South African education system and some school managers might therefore still not be sure whether the industrial relations approach to teachers’ demands could effect any change for their benefit.

Sub-table 3.3.7 reveals that 60.5% of school managers want to involve teacher union members in the decision-making process dealing with issues affecting them. This indicates the school managers’ willingness to involve teacher unions in the management of schools. This can be attributed to the earlier findings (cf paragraph 2.2.2) that it becomes relatively easy to implement policies when people are involved in the decision-making process. The 16.9% “no” responses can be attributed to the fact that some school managers perceive teacher union participation in decision-making as leading to anarchy, destroying the possibility for strong administrative leadership (cf Walker & Roder 1993:159). The 21.1% “not sure” responses can be attributed to the fact that the school manager-teacher
union relationships had been characterised by conflicts (cf paragraph 2.3.3). This may put school managers in a dilemma when they are expected to involve teacher union members in decision-making.

Sub-table 3.3.8 reveals that 42.2% of school managers become emotionally weakened when teacher union members lose faith in their leadership. This shows that even though school managers and teacher union members may hold different opinions, some school managers realise the importance of maintaining trust between them and the teacher union members, as this would have a positive effect in the functioning of the school (cf paragraph 2.6.3.3). The 35.2% “no” responses can be attributed to the fact that some school managers do not recognise the importance of the contribution made by teacher unions towards the effective management of their schools (cf sub-table 3.2.4). The 16.9% “not sure” responses can be attributed to the fact that some school managers were socialised to perform their duties in undemocratic situations. It therefore makes sense to assume that such school managers won’t be troubled even when teacher union members lose faith in their leadership.

Sub-table 3.3.9 reveals that few school managers (23.9%) accept the claim that teacher unions have produced meaningful improvements in education. This can be attributed to the fact that teacher unions, in their struggle for recognition, had sometimes disrupted schooling because of stayaways and strike actions. The 36.6% “no” responses can be attributed to the fact that some school managers perceive teacher unions as a deterrent to educational reform (Kowalski 1994:204). The 32.3% “not sure” responses can be attributed to the fact that since teacher unions became engaged in collective bargaining, the school managers’ interest in teacher unions declined because they perceived union strategies and action as unprofessional, irrelevant and harmful to good practice (cf paragraph 2.2.3).

Sub-table 3.3.10 reveals that 21.1% of school managers perceive collective bargaining as an opportunity to effect change for the benefit of learners. This can be attributed to the fact that some school managers regard teacher unions as
important vehicles to negotiate the upgrading and improvement of education standards for the benefit of the nation's children. The 39,4% “no” responses can be attributed to the fact that some school managers regard teacher unions as a group of self-serving teachers who don't have any interest in the children's education (cf paragraph 1.1). This may be because teacher unions have up to now been placing more emphasis on the political and economic goals at the expense of the culture of effective teaching (cf paragraph 2.6.1 and 2.6.3). The 38% “not sure” responses show that some school managers are not sure whether collective bargaining benefits learners. This may be attributed to the fact that collective bargaining has been characterised by the conflict of interest between school managers and teacher unions (cf paragraph 2.4.2).

3.6 CONCLUSION

This chapter dealt with an empirical investigation into the school managers' perceptions of teacher unions in the Vryheid region. The research technique used in this investigation consisted of a set of mail questionnaires which was intended for school managers. This set of questionnaires was designed to assess the opinions and perceptions of school managers with regard to the involvement of teacher unions in the management of schools as well as in a wider education system. The methodological procedures adopted in acquiring the data in connection with the research problem were discussed, where after the data were analysed and interpreted.

Once the statistical data had been interpreted, the researcher brought in supplementary information from a literature study on school managers' perceptions of teacher union involvement in schools, as well as from his own experience. That meant that where statistics revealed a tendency in one direction or another, the searching question: “Why is it like that?” was posed. The approach of probing the causative factors rather than being satisfied with only the purely empirical data permeates this investigation for it is only by identifying the causative factors that the problem surrounding school managers' perceptions of teacher
unions can be exposed and solved. Among the most important findings, this investigation revealed that:

- there are school managers who feel threatened by the presence of teacher union members in their schools and they want to be protected from the actions of militant union members (cf sub-table 3.3.1).

- there are factors militating against teacher union involvement in the management of schools, namely, the attitudes of certain school managers towards teacher union involvement (cf table 3.2), the poor relations between school managers and teacher unions (cf sub-table 3.2.5) and the lack of proper consultation between the school management and the teacher union leadership (cf sub-table 3.3.7).

- there appears to be a strong, negative attitude of school managers with regard to the involvement of labour unions in the establishment of teacher unions (cf sub-table 3.3.6).

The following chapter discusses the findings and the conclusions of the entire study project, in accordance with the literature study as well as the empirical investigation into the school managers' perceptions of teacher union involvement in the management of schools in the Vryheid region.
CHAPTER 4

INTERPRETATION OF FINDINGS

4.1 INTRODUCTION

The purpose of this chapter is to discuss the findings emanating from the study and to describe which conclusions were drawn. Attempts were made to collate responses to individual aspects, so as to arrive at specific conclusions. The findings are presented in two phases according to the purpose of the research, namely, findings with regard to school managers' perceptions of teacher unions, followed by the factors which were found to be prominent in shaping the school managers' perceptions of teacher unions.

4.2 FINDINGS

The study revealed that the incorporation of teacher unions into the education system, and particularly into the school management system has not been a smooth and harmonious process. A deeply rooted and growing discontent with management is evident among teachers in South Africa. Management staff are often strongly criticized by teacher unions for adopting managerial styles viewed as not being democratic. On the other hand, the management staff have expressed their views and perceptions with regard to the role of teacher unions in the management of schools. The following are the findings emanating from the empirical investigation as well as from the literature study with regard to the current teacher union involvement in decision-making, the school managers' role within the school management system, and their attitudes and perceptions of teacher unions.
4.2.1 Teacher union involvement in the management of schools

The way in which an education system is structured, managed and organised impacts directly on the process of learning and teaching. Education governance during the apartheid years was a complex mixture of centralised and decentralised forms of administration and control. The basic centralisation of this system has left a legacy of restrictive centralised control which inhibits change and initiative. From the earlier findings (cf paragraph 2.6), it is evident that the focus of management remained oriented towards employees complying with rules rather than on ensuring quality service delivery. This has been a major factor inhibiting effective human resource development. Despite the school managers' responses (cf sub-tables 3.3.4 and 3.4.7) that they would like to involve teacher union members in the management of their schools, there has been limited or total lack of attempts to include key stakeholders in the governance of education at all levels (cf paragraph 2.5.2).

The resistance by educational authorities to give recognition to teacher unions, and particularly to SADTU, has negatively influenced the school managers' acceptance and inclusion of teacher unions into their management teams. Despite the school managers' consideration of the principle of inclusion (cf sub-tables 3.3.4 and 3.3.7) teacher union participation in the management of schools was not without its problems and limitations. The lack of an adequate training programme for the involvement of teacher unions in the management of schools has been one factor contributing to the problems concerning teacher participation. Additionally, the school managers' perceptions, feelings and attitudes with regard to the unionization of the teaching profession have sometimes made it difficult, if not impossible, for them to incorporate teacher union members into their school management teams (cf sub-tables 3.3.4 and 3.3.7). This is supported by Hartshorne (1988:3) when he states that the kind of policy, climate and environment in which South African bureaucrats have been conditioned to operate have characteristics of being inflexible, doctrinaire, uncritical, authoritarian and a short step away from being arrogant.
A further reason for the difficulties experienced in the involvement of teacher unions in the management of schools relate to the products of intentional strategies employed by both teacher unions and school managers to maintain or to advance their own prerogatives and self-interests (cf paragraph 2.2.1). The prerogatives and self-interests are likely to be grounded not only in the assumptions and aspirations that teacher unions and school managers hold about teacher participation in decision-making but in the perceptions, beliefs and behaviours associated with previous working relationships between school managers and teacher unions (cf paragraph 2.2.1). The kind of policy, climate and environment in which both the school managers and the teacher union members were conditioned to operate might have an influence on their perceptions of their new working relationships.

4.2.2 Attitude of school managers towards teacher union involvement

It was asserted in Chapter 2 that negative attitudes towards unionization in the education system manifests itself as a serious barrier to learning, teaching and development (cf paragraph 2.3). It was argued that this not only led to the exclusion from the school management system on the basis of non-educational criteria, but also to the disagreements regarding the role of teacher unions within the education system. In the following paragraphs school managers' attitudes which might have had an influence on their perceptions of teacher unions will be discussed.

4.2.2.1 The need to exclude teacher unions

The empirical investigation revealed that 60.5% of school managers would like to include teacher unions in decision-making (cf sub-table 3.3.7), despite the earlier findings that the relationship between teacher unions and school managers has often been characterised by conflict and mistrust (cf paragraph 2.3.2). The principle of involving teacher unions in the management of schools was
considered to be important, and this is in line with the democratic ethos of public policy development that has been emerging in South Africa.

4.2.2.2 The need to be protected from the actions of teacher unions

The study revealed that 42.2% of the school managers do not feel secured when they are in the presence of the militant teacher union members (cf sub-tables 3.3.1 and 3.3.8). This is supported by the earlier findings (cf paragraph 2.6) that some principals and inspectors were harassed and victimized by militant teacher union members and this resulted in these officials suffering losses in that their property was damaged. This negative attitude towards the militancy and radicalization in teacher unions can also be attributed to the fact that officials in positions of leadership, and especially those who set high standards, incurred the suspicion of teachers who could or would not meet realistic demands. These school managers had thus become the targets of teacher union action (cf sub-table 3.3.5).

4.2.2.3 The teacher unions' demands

The empirical investigation revealed that a large number of school managers (46.4%) would not compromise important professional issues in order to satisfy the demands of the militant teacher unions (cf sub-table 3.3.5). In this sub-table (3.3.5) it was indicated that school managers are often unable to accede to or satisfy teacher unions' demands since most of the demands fall outside their jurisdiction and power. Some teachers, being affiliates of political organisations, are activists in the schools. As activists they would sometimes use popular complaints and grievances as demands. Sometimes, as a matter of principle, the school manager refuses to accede to the demands. The consequent stalemate situation between the school manager and the activists leads to a sit-in or stayaway or even to a strike. Frequent complaints by activists also increase the intensity of the conflict situations in schools (cf paragraph 2.3.3).
The empirical investigation revealed that most school managers are against the involvement of labour unions in the establishment of teacher unions. Erickson (1985:290) suggests that when labour unions are involved in educational issues, this precipitates the spiralling of conflict with more demands being added and more people becoming involved. This, according to Erickson (1985:290), has resulted in power-play where subordinates, that is teacher union members, challenge the authority of the school manager. The involvement of labour unions has influenced individuals to enhance their own position, regardless of the cost to the organisation or to others, and the acquisition of power has been the central aim (cf paragraph 2.4.1).

Sometimes the labour unions would place demands which are in conflict with those of the education department. These conflicting demands would converge sharply on the school manager who operates in a boundary-spanning role, that is, between the school and the local community. The study indicated that this often results in educational and non-educational issues precipitating conflict in schools (cf paragraph 2.5). Any call for a work stay-away by the labour unions, though not related to educational matters, becomes a school stay-away as well. This has often resulted in a role conflict whereby the focal person (school manager) would receive incompatible demands or expectations from persons in his or her role set (education department and the local community). If the school manager heeds the stay-away call, he or she would contravene the departmental regulations, yet if he or she does not heed the call, he or she would face the wrath of the local community. This, therefore, accounts for the school managers' negative attitude towards the involvement of labour unions in the establishment and functioning of teacher unions.
4.2.2.5 **Departmental policies**

The study revealed that teacher unions sometimes protest against departmental policies which school managers must apply in schools (cf paragraph 2.3). Some of the most severe conflicts between teacher unions and school managers resulted from these disputes on policy. Sub-table 3.3.5 indicates that 46.4% of school managers would not compromise important professional issues as well as departmental policies in order to satisfy the demands of the militant teacher unions. These school managers might resolve the conflict over departmental policies by dominating their subordinates. Significant also is the fact that some of the school managers would apply avoidance tactics while others would apply compromising strategies in resolving the conflicts associated with departmental policies (cf paragraph 2.6). In applying the avoidance strategy, the school managers would simply ignore the unpopular policy decisions.

The compromisers would apply the policy decisions selectively, for instance, the school manager would choose to implement the departmental policy which is popular among teacher union members. The adoption of avoidance and compromising strategies where policy decisions were concerned seemed inappropriate since policy decisions were made higher up in the educational hierarchy and were therefore not negotiable. The pressure which has compelled some school managers to compromise professional issues as well as departmental policies might have had an influence on the formation of the school managers’ negative attitudes towards teacher unions.

**4.2.3 School managers’ perceptions of teacher unions**

The study revealed that the working relationships between teacher unions and school managers are in large part influenced by the perceptions these parties hold about each other (cf paragraph 2.2.1). It was argued that the school managers’ perceptions of teacher unions would determine the manner in which they (school
managers) support, facilitate, block or shape the nature and function of teacher union leadership in their schools (cf paragraph 2.3).

The following are the school managers' perceptions of teacher unions according to the literature study as well as the empirical investigation.

4.2.3.1 Teacher unions are political interest groups

Teacher unions are perceived by most school managers as political interest groups (cf paragraph 2.4). This can be attributed to the fact that some teacher unions are affiliates of political parties, for example SADTU is an affiliate of the ANC (cf paragraph 2.4). According to Hartshorne (1992:292) the first African teacher organisations that emerged did so at about the same time as the first political movements. He further maintains that those teachers who were actively involved in politics were often the same persons who were taking the lead in the setting up of the teacher organisations (cf paragraph 2.4). This link between teacher unions and the mass political movements might be one of the reasons why school managers perceive teacher unions as political interest groups.

Furthermore, this kind of perception can also be attributed to the fact that through continual lobbying and political action, the teacher unions have been able to influence educational policy to address issues of teachers' job security and professional status. Currently, in a growing number of education regions, unions are becoming major proponents of schemes to redefine both their own roles and teachers' authority relations in schools. Since the more recent unionization movement of the 1980s and 1990s, union strategies have been constrained by laws restricting collective bargaining to issues of salaries, benefits and basic working conditions (cf paragraph 2.3). Despite these limitations, local teacher unions have varied in strength and in the nature of the issues for which they campaign. Some teacher unions have openly identified themselves with political parties and they have openly stated that political alliances would assist them in coping with the developments in education (cf paragraph 2.3.3). The empirical
investigation indicated that school managers perceive such alliances as political interference in the educational process, and that it would inhibit the development of the teaching profession as a profession (cf sub-table 3.3.6).

4.2.3.2 Teacher unions are teachers' bodies which interfere with the school managers' managerial duties

School managers, and particularly principals, are entrusted with the responsibility to manage schools. In performing their management duties they are also expected to be creative and innovative. With the presence of teacher union representatives in their schools, the school managers' leadership is constrained because they would often be restricted to policy documents whenever they are expected to make decisions. The empirical investigation indicated that school managers perceive collective bargaining as a power game in which someone wins and someone loses (cf sub-table 3.3.5). Such perceptions have often complicated the school managers' managerial duties as they would often be opposed and thus lose to the teacher unions whenever they attempt to implement unpopular decisions. It is for this reason that some school managers perceive teacher unions as teachers' bodies which interfere with their managerial duties (cf sub-table 3.3.1).

Another reason which might have contributed to the formation of this perception would be that some teacher unions have linked issues of educational policy to those of the school management and control of the teaching force (cf paragraph 2.5). School managers have been perceived by some teacher union members to be part of the education system to which they were opposed (cf paragraph 2.3), and at some stage or other some school managers were prevented from continuing with their work by teacher union members (cf paragraph 2.3.3). It is therefore probable that this kind of perception of teacher unions resulted from their members' refusal to be supervised and controlled by school managers.
4.2.3.3 **Teacher unions are groups of disruptive teachers who have no interest in the education of the child**

From the earlier findings (cf paragraph 2.4.2) it was indicated that the activities of the militant teacher unions resulted in the disruption of schooling. The militant teacher unions' campaign for recognition had unfortunately led to the disruption of schooling. For example, SADTU’s unionist orientation as well as its strategy to unionize teachers forced administrators from the different apartheid education departments to refuse to afford it formal recognition. The education departments' reluctance to recognise SADTU resulted in tensions between the union and the educational authorities. These events might have influenced the school managers so that they perceive teacher unions to be groups of disruptive teachers more especially because their struggle for recognition led to the disruption of schooling.

Another factor which might have contributed to the formation of this perception is the negative media coverage of teacher union activities. The South African media has portrayed teacher unions as groups of activists who are interested in “toyi-toying” instead of doing their duties during school hours (cf paragraph 2.7.1)

Teacher unions have been accused of seeking to ignite a strike over peripheral issues which would not warrant the downing of tools under any normal circumstances. These accusations might have played a role in shaping the present perceptions of school managers with regard to teacher unions as they point out that teacher union members' behaviour was to the detriment of children's education (cf paragraph 1.1).

4.2.3.4 **Teacher unions are irrelevant or obstructive to the educational needs of children**

Some school managers perceive teacher union strategies and actions as unprofessional, irrelevant or harmful to good practice (cf sub-table 3.3.1). A number of school managers have characterized teachers' interest in unionism as "selfish", assuming teachers perceive union benefits as enjoyed independently of
colleagues and students and as divorced or distinct from work issues. The empirical investigation indicated that there are some school managers who maintain that effective teaching cannot occur in schools where teachers are dedicated union members (cf sub-table 3.3.3). In most instances teacher union members become preoccupied with union activities and focus educational decision-makers’ attention on economic and political priorities, to the detriment of school programmes (cf paragraph 2.3.1).

Some school managers blame union presence in schools for encouraging the formalization of administrator-teacher relations and the standardization of the teaching task, and they also maintain that educational programmes are adversely affected by the collective bargaining process (cf sub-table 3.3.10). The earlier findings (cf paragraph 1.1) pointed out that there are some school managers who perceive teacher unions as groups of self-serving teachers who don’t have the interest of children’s education at heart. The study revealed that there are some school managers who argue that militancy within some teacher union members often causes children to suffer (cf paragraph 2.3.2). These school managers maintain that militancy has obviously tended to make the children’s education patchy and caused learning habits to break down. It is probable that because of these reasons school managers perceived teacher unions as irrelevant, obstructive and harmful to the educational needs of children.

4.2.3.5 Teacher unionization leads to anarchy in public schools

Teacher union participation in the management of schools is perceived by some school managers as leading to anarchy in public schools, destroying the possibility for strong administrative leadership, so desperately needed in these troubled times (Walker & Roder 1993:159). They further maintain that for some school managers, teacher union involvement in decision-making evokes images of schools in which decisions affecting all aspects of the school operation are given over to committees of bickering, self-serving or incompetent teachers (cf paragraph 2.3.1). This kind of perception can be attributed to the fact that in their struggle for
recognition, the teacher unions' demands included, *inter alia*, the immediate end to the status quo within the hierarchical structure of the education department (cf paragraph 2.3.3), and this might have upset some school managers as they were compelled to shed most of their traditional powers.

The study indicated that teacher union members have been impatient since they heard about line management in schools. They have been bitter when they were expected to implement the decisions made by senior officials. The literature study revealed that teacher union members in many schools began to defy the authority of school managers and this resulted in poor school management because most school managers were unable to carry out the normal management functions effectively (cf paragraph 2.3.3). The school managers claimed that teachers have lost respect for all forms of authority in schools. Through union activities and strike actions teachers experienced the heady taste of power over their school managers and, as with all power that is not limited or accountable, it has led to arrogance in their speeches and actions. The findings revealed that there is little discipline left and departmental supervision is meagre because many schools are "no-go areas" to advisers and inspectors, and in many communities schooling is on the edge of anarchy and chaos (cf paragraph 2.3.3). These events have drastically influenced the perceptions and attitudes of school managers regarding teacher unions and most school managers thus perceive teacher unionization as leading to anarchy in public schools (cf sub-table 3.3.4).

4.2.3.6 *Teacher unionism is a fad that will fade once its problems are fully realized*

Some school managers claim that too much damage has been done to the education of children through teacher chalkdowns and campaigns during school hours (cf paragraph 2.3.3). These school managers blame teacher union leadership for protecting undisciplined and radical teachers who want to sacrifice the education of children for the sake of their own agendas.
Some educational authorities are of the opinion that teacher unions are disrupting the learning process and they believe that parents, teachers and learners would resist teacher unionization once its problems are fully realised (cf sub-table 3.3.2). These school managers suggest that teacher unions should disband and that the unions should be converted into a professional teachers' body rather than remaining a group of activists and a union (cf paragraph 1.1). According to some school managers, there are many ways for teacher unions to deal with the problems facing teachers rather than being radical and militant. They suggest that teacher unions should be proactive and organise scholarships for teachers to improve their qualifications or they should pave the way for the formation of a South African Teachers' Fund which would help to improve the plight of school children.

Most school managers see no future in the present teacher unions. They perceive the presence of teacher union members in their school management teams as obstructive to good administrative practice (cf paragraph 3.3.1). They furthermore claim that, as a result of disruptions and protests, the requisite order and discipline in schools is seriously impaired. Most school managers are of the opinion that teacher unions create more problems and they maintain that if a radical change of attitude is not forthcoming, this bodes ill for the future (cf paragraph 2.6).

4.3 RESEARCH CONCLUSIONS

In a nutshell, the conclusion the researcher draws from the study is that most school managers in the Vryheid region have negative perceptions of teacher unions. The school managers' negative perceptions of teacher unions manifest themselves in the adversarial and conflictual relationships that exist between school managers and teacher union members (cf paragraph 2.6), poor involvement of teacher union members in school management teams (cf paragraph 2.3.3), victimization of both school managers and teacher union leaders
The following section deals with the conclusions according to the factors that influence the school managers' perceptions of teacher unions.

4.3.1 Militancy and radicalization within teacher union members

The research findings indicated that the process of militancy and radicalization found within teacher union member forces is one of the major factors that contribute to the present negative perception of teacher unions. (cf paragraph 2.4.2). Though the need to protect teachers' rights and interests was regarded as important (cf sub-table 3.3.6), the school managers felt that there was the obligation to uphold the dignity and honour of the profession, and therefore militancy and radicalization was against this obligation (cf paragraph 2.4.2).

Most school managers felt that militancy and radicalization within the teaching profession deterred or undermined their authority and it has often led to lawlessness in schools (cf paragraph 2.4.2). Additionally, radical and militant teacher union members had been accused of victimizing department officials. It is therefore probable that this factor contributed to the formation of negative perceptions in school managers with regard to teacher unions.

4.3.2 Lack of human resource development strategies

The findings revealed that the South African school managers had not been adequately prepared for the changes that are taking place in the educational and political environments (cf paragraph 2.6). The development of school managers and other human resources had been fragmented and unsustainable (Makhokolo 1991:103). The need for management development of school managers had always existed especially because assistant teachers are often promoted to school
management posts without any managerial experience and without an in-service management development programme within the department.

Some school managers who do not have the managerial know-how to run schools effectively may find it difficult to create and maintain sound relationships with their teaching staffs. This often leads to insecurity, uncertainty, low self-esteem and lack of innovative practices in the school management. This has often resulted in resistance, negative perceptions and harmful attitudes towards teacher union participation in the management of schools (cf paragraph 2.6), more especially because most school managers were not adequately prepared for the management of teacher union involvement in schools.

4.3.3 Attitudes

Negative and harmful attitudes towards teacher union in schools remain a critical barrier to participative school management. Discriminatory attitudes resulting from prejudice against teacher union members on the basis of historical background, political affiliation and other characteristics manifest themselves as barriers to teacher union participation in decision-making when such attitudes are directed towards teacher union members (cf paragraph 2.2.1).

For most part, negative attitudes towards teacher unions manifest themselves in the labelling of teacher union members. Sometimes these labels are merely negative associations between the teacher and the school manager, and the most serious consequence of such labelling results when it is linked to the formation of negative perceptions of teacher unions. The empirical investigation indicated that the school managers’ negative perceptions have often resulted in the exclusion of teacher union members from school management teams (cf sub-table 3.3.7). This has also perpetuated the failure of the school management system to change or adapt to meet the particular needs of the teacher unions (cf paragraph 2.3.3). The negative attitudes, assumptions and misconceptions about teacher
unionization have undermined the formation of positive perceptions regarding teacher unions within the school management system (cf paragraph 2.5).

4.3.4 Lack of enabling and protective legislation and policy

The empirical investigation indicated that most school managers felt the need to be protected from the actions of militant teacher union members (cf sub-table 3.3.1). As visible executors of departmental policies and being at the contact point with teacher union members, school managers become the target of teacher union abuse, whereby their lives and property are endangered (cf sub-table 3.3.1).

During strike actions some principals and inspectors were harassed by militant teacher union members and these school managers felt that the Education Department did little or nothing to protect them from victimization (cf paragraph 2.4). Where such legislation or policy failed to protect school managers from victimization, school managers appeared to compromise important professional issues or carried out departmental policy inadequately (cf paragraph 2.6). For example, policy which is inflexible regarding issues such as teacher union participation might have prevented school managers from being able to harmoniously incorporate teacher union members into their school management teams. Such failure might have inhibited the creation and maintenance of sound relationships between school managers and teacher unions and it might, therefore, have directly or indirectly contributed to the formation of negative perceptions of teacher unions.

4.3.5 Power-play

Power-play is a challenge to authority by subordinates (Mosoge 1993:20). Teacher unions have often challenged the authority of school managers, particularly concerning educational policy. Smylie and Brownlee-Conyers (1992:153) maintain that school managers and teacher union members act to
enhance their own position, regardless of the cost to the organisation or to others, and the acquisition of power is the central aim.

The empirical investigation revealed that most school managers perceive collective bargaining as a power game in which someone wins and someone loses (cf sub-table 3.3.5). This is supported by the earlier findings (cf paragraph 2.3) that the overall situation in South Africa reflects a mood of protest against the status quo. Teacher unions want to be involved in what was previously perceived as the sole jurisdiction of the school manager whereas there are school managers who do not want to relinquish their power (cf sub-table 3.3.5). The struggle for power that has characterised the relationship between school managers and teacher unions might have resulted in the formation of negative perceptions of teacher unions within the school management system.

4.3.6 Hidden agenda

The hidden agenda is characterised by a lack of communication between the people involved, with the less powerful persons tending to feel anger, fear, frustration and insecurity (Mosoge 1993:20). The barriers resulting from fear and the lack of communication might have arisen from the perceptions of school managers themselves. For example, teacher union members who are militant might be labelled as uncooperative and might be regarded as threats, and thus be excluded from school management teams. One of the most serious barriers to teacher union participation in decision-making can be found within the school management system itself (cf paragraph 2.3) and relates primarily to the inflexible and conservative nature of the school management which prevents it from meeting diverse needs among teachers. The empirical investigation indicated that most school managers would like to involve teacher unions in decision-making (cf sub-table 3.3.7). However, the school managers' views with regard to power-sharing (cf sub-tables 3.3.6 and 3.3.9) varied depending on their perceptions of personal power and control. It is therefore probable that those school managers who thought they had limited power would be less willing to share power with teacher
unions and this might have resulted in the formation of negative perceptions of teacher unions.

4.3.7 Conflict against departmental policy

The findings revealed that the South African school managers were required to apply departmental policies in schools and that some of the most severe conflicts which had disrupted schooling resulted from these disputes on policy (cf paragraph 2.6). Many of the barriers to teacher union participation did not merely arise from problems occurring in the education system. It was often policy and legislation governing the education system and regulating the teaching profession which directly or indirectly facilitated the formation of negative perceptions regarding teacher unions. According to Hartshorne (1988:3) the ethical conduct of educational administrators has been undermined by the kind of policy, climate and environment in which they have been conditioned to operate.

The school managers were the implementers of departmental policies which were often unpopular among the majority of the South African citizens (cf paragraph 2.3.3). This placed school managers in a vulnerable position because teachers and learners perceived them to be part of the system to which they were opposed (cf paragraph 2.6). This also accounts for the conflict between teachers and principals over the issue of teacher union participation in school management (cf paragraph 2.3). Such conflicts over departmental policies therefore contributed to the formation of negative perceptions regarding teacher unions.

4.3.8 Absence of organizational structure

The research findings (cf paragraph 2.2) confirmed that teachers have few opportunities to engage in substantive dialogue and the exchange of information. Conely, Schmidle and Shedd (1988:266), maintain that the solitary nature of most teaching assignments, the physical layout of school facilities, and restrictive time schedules usually preclude interaction, as do organisational norms that discourage
advice giving. The structural factors that isolate teachers from administrators produce a number of negative consequences. Teachers may, for example, define their need for discretion as a right to autonomy, buttressed by an "ideology of non-interference" that regulates interactions between teachers and administrators.

The absence of organizational structure to enhance teacher participation in school management and to structure relationships between and among individuals and groups might have contributed to the present conflictual relationship between school managers and teacher union members. The present structures for teacher union involvement as well as for the development of school managers in South Africa lags far behind the rest of the world (cf paragraph 2.3.3). Despite the provisions for teacher union involvement in the Education Labour Relations Chamber, there are indications that the structuring of relationships between school managers and teacher unions at school level has been neglected (cf paragraph 2.5.4). In most cases this has resulted in suspicions, mistrust and conflicts between school managers and teacher unions. The absence of organizational structures might therefore have contributed to the school managers' negative perceptions of teacher unions.

4.3.9 Community conflicts

The provision of appropriate support to meet teacher needs and the school management system in any centre of learning should be facilitated through the utilisation of the skills and expertise available within the community. The identification and accessing of community resources should be regarded as a primary responsibility of school management teams (cf paragraph 2.5.2). The study revealed that some school managers have been reluctant to involve the larger community in school affairs (cf paragraph 2.5.2). These school managers concentrated on parental involvement and in the process they neglected the involvement of community leaders and other skilful people who don't have children in their schools. It is probable that these school managers might have failed to keep track of what was going on around them.
The findings revealed that some teacher unions took advantage of the community conflicts and joined forces with community members in their fight against the apartheid education system (cf paragraph 2.5). Such collaboration placed school managers in a vulnerable position as they were expected to defend the policies of their education departments against criticism from teacher unions as well as from the local community (cf paragraph 2.5.2). A feeling of fear might have developed in school managers and this could have resulted in an adverse effect on their social behaviour and a damaging influence on their perceptions of the collaboration between teacher unions and the community.

4.3.1 Teachers' sceptical attitudes

The findings (cf paragraph 2.2.2) revealed that employees often express scepticism about their employer's motives and intentions in "giving" them opportunities to participate in decisions made at higher levels of the organisation. They may see participation as constituting little more than a "rubber stamp". In education, Conley, Schmidle and Shedd (1988:261) maintain that teachers at best frequently view participation as a meaningless exercise and at worst as a manipulative tool. The research findings indicated that the South African education system afforded teachers little real participation in the management of schools (cf paragraph 2.3.3). This has increased teachers' scepticism about their involvement in decision-making. The engendered critical reactions regarding the recent proposals to enhance teacher participation might have contributed to the difficulties faced by some school managers in their attempts to incorporate teacher union members into their school management teams.

Additionally, Wishnick and Wishnick (1991:57) maintain that the increased teacher decision-making may be threatening to teacher union leaders who are comfortable with and confident in the traditional industrial relations approach to teacher concerns. The findings indicated that teacher unions were sometimes accused of campaigning to keep teachers' distrust of the school managers alive (cf paragraph 2.7.1). The empirical investigation also revealed that some school managers felt
that teacher union leaders were encouraging the formalisation of administrator-teacher relations (cf sub-table 3.2.5). These factors might have increased teachers' scepticism and thus decreased their willingness to participate in decision-making. Teacher union members' sceptical attitudes might have made it difficult for school managers to involve them in decision-making and this in turn, might have resulted in the formation of negative perceptions of teacher unions.

4.4 CONCLUSION

This chapter dealt with the findings of the study and described the conclusions that were drawn. The findings indicated that school managers are in the first-order position to facilitate, support, block or shape the involvement and functioning of teacher union leadership in their schools. It was discovered that school managers' perceptions of teacher unions play a role in either inclusion or exclusion of teacher union members. Moreover, it was shown that teacher union involvement is not something which happens by chance but should be purposeful and planned.

It was, however, noted that in spite of the wide support teacher union involvement enjoys in many schools, it has sometimes been the target of much criticism. It has become clear from this empirical survey that resistance to teacher union participation can be expected and has already been witnessed in some schools in the Vryheid region. To this end a number of essential factors which influence school managers' perceptions of teacher unions were discussed.

The next and last chapter discusses the summary of these findings in detail, including the summary of the entire study project. Attempts will be made to collate responses to individual aspects, so as to arrive at specific conclusions, followed by a set of recommendations.
CHAPTER 5

SYNTHESIS OF FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

The purpose of this chapter is to give a summary of the study and to make certain recommendations. Attempts were made to collate responses to individual aspects, so as to arrive at specific conclusions, followed by a set of recommendations, which, it is hoped, may alleviate the problems identified.

5.2 SUMMARY OF THE STUDY

Throughout the study, the emphasis was on the school managers' perceptions of teacher unions. The interest in this study arose from the fact that while the teacher unions in this country have fought for the improvement of the working conditions of teachers, they have also increased the possibility of major labour disputes in the process. Negative school management perceptions towards collective bargaining and teacher unions, in general, have further aggravated the situation. The purpose of this study has not been to place blame but, rather to explore the nature of the teacher union-school management relationship as it pertains to collective bargaining, with the hope that through improved understanding there will be a less volatile school manager-teacher union relationship.

Chapter 1 revealed that there were disagreements within the teaching profession with regard to the involvement of teacher unions in the management of schools (cf paragraph 1.1). These disagreements had sometimes marred the relationship between school managers and teacher unions, more especially because school managers had usually refrained from joining forces with the militant union members. Hence the actuality of the study was to determine the extent to which
the school managers’ perceptions allow them to incorporate teacher union members into their school management teams, and how that incorporation and involvement could be expanded for the sake of effective teaching and efficient learning (cf paragraph 1.1). The researcher concluded that there was a strong need for teacher unions to be involved in the school management system on a productive scale (cf paragraph 1.2).

In Chapter 2 the researcher examined the broader historic-theoretical framework of teacher union involvement, namely the involvement of labour unions (cf paragraph 2.4.1), the state (cf paragraph 2.5.3), and the community (cf paragraph 2.5.2) in formal education, so as to realise educational objectives with all the stakeholders fully participating in the school management process within the education system (cf paragraph 2.1).

The researcher then discussed the role and task of the education department with regard to teacher union involvement and participation in decision-making (cf paragraph 2.5.5). Examples from the past educational eras were cited, so as to highlight the fact that educational problems of the past, in a way, still persist in the current educational era (cf paragraph 2.1). In addition, a descriptive survey of teacher union involvement in the management of schools in two First World countries, that is, the United States of America and the United Kingdom was presented (cf section 2.3). These two countries were chosen first and foremost because they are democratic countries which have advocated the doctrine of equal educational, political, economic and legal rights for all citizens. Secondly, they are capitalist countries where the relationships between the employer and the employee are mostly directed by the labour laws and legislations. Thirdly, these countries have a long history of democracy and capitalism which acts as a shining example for South Africa with its newly acquired democracy and equal economic rights for all citizens. A descriptive survey was, therefore, meaningful and fair, because South Africa is striving to reach the level of these countries. Lastly, in both these countries teacher unions have emerged as major participants in educational policy and practice. Teacher unions are legal representatives of
teachers' occupational interests and they have become more or less accepted players in schools (cf paragraph 2.6), exactly the problem under investigation in this study (cf paragraph 1.2).

This study revealed that in the United States of America teacher unions are becoming major proponents of schemes to redefine both their roles and teachers' authority relations in schools (cf paragraph 2.3.1). School managers' experience and perceptions of teacher unions vary across settings. In some districts, union presence appears minimal or largely irrelevant, limited to perfunctory negotiations over non-salient issues. In other districts, traditional union issues and union-administration conflict may be highly salient condition of school administrators' work. In still others, where teacher unions are proactive in implementing comprehensive restructuring schemes, school managers' perceptions and conceptions of what unions can or should do may be undergoing transformation (cf paragraph 2.3.1).

The study also revealed that in the United States of America school administrators value union presence and membership in different ways even within the same district because of differences in site-level leadership and community or school organisational features (cf paragraph 2.3.1). In the same district, individuals or groups of school administrators may consider what the union means in the context of complex and varied perceptions of roles, agendas and identities rooted in programmatic speciality, professional activities, personal history and political and social values. The conclusion reached was that for some school administrators in the United States of America, the union provides a major source of professional identity, whereas others perceive the presence of the teacher union as irrelevant or obstructive to their administrative practice.

The study revealed that in the United Kingdom labour relations between the teachers and their administrators were marked by harmony and professionalism (cf paragraph 2.3.2). Teacher organisations in the United Kingdom have always attempted to maintain professionalism. The study indicated that teacher
organisations are aware that to guarantee worker rights and decent treatment in respect of salaries, conditions of service and the resourcing of education, they will have to form strategic alliances with the parties that promise to do the most for education (cf paragraph 2.3.2). The teacher unions' belief that the education of children is a task which is politically and ideologically unproblematic, has kept the unions free from political controversy and interference.

In the United Kingdom, schoolmasters perceive teacher union action as leading to truancy in schools (cf paragraph 2.3.2). This perception has helped to buffer disagreements between teachers and headmasters regarding teacher unionisation (cf paragraph 2.3.2). Some teacher unions represent teachers in all phases and at all levels. Such representation encourages teachers to share decision-making together with the schoolmasters in an atmosphere which is free of the adversarial relationships being promulgated through collective bargaining.

The conclusion reached is that in the United Kingdom headmasters perceive teacher union members as colleagues and they are increasingly able to make meaningful decisions. Most teacher union members do not want rivalry between unions and administrators, either locally or nationally.

In Chapter 2 it was also revealed that in South Africa, the relationships between teacher unions and school managers have been characterised by conflict and mistrust (cf paragraph 2.3.3). The overall situation among black teacher organisations in South Africa reflects a mood of protest against the status quo. This mood of protest finds expression in schools in the form of strikes, stayaways and teacher activism. School principals and other administrators are increasingly being called upon to manage unrest situations in an almost impossible attempt to further the educative task of the school.

The study revealed that as a result of disruptions and protests, order and discipline were seriously impaired. Large numbers of staff members were personally adversely affected during protest marches and stayaways. School managers were
sometimes harassed by the militant teacher union members and this resulted in these officials suffering losses in that their property was damaged (cf paragraph 2.3.3). The study revealed that the South African teacher organisations, particularly black teacher organisations, were against the existence of the apartheid education system. In their struggle against apartheid education, teachers and pupils have perceived school administrators to be part of the system to which they were opposed. Such perceptions also accounted for the conflict between teachers and principals over the issue of teacher union participation in school management (cf paragraph 2.4.2).

The study revealed that the involvement of labour unions in the establishment of the South African teacher unions has further divided the teaching profession. For example, the involvement of COSATU in the establishment of SADTU was perceived by some educational authorities as interference (cf paragraph 2.4). Another factor which further negatively influenced the school managers' perceptions of teacher unions is the South African media (cf paragraph 2.7). The teacher unions' campaign for recognition had unfortunately led to negative media coverage (cf paragraph 2.7.1), and this had largely contributed to the formation of negative perceptions regarding teacher unions.

The conclusion reached was that in South Africa the State is gradually reinforcing the concept of teacher union involvement in education by accepting and recognising teachers' rights to collective bargaining as well as the principle of the right to strike (cf paragraph 1.2.1). The recognition and acceptance of teacher unions into the education sector has set new challenges for school managers as they have to facilitate the teacher union involvement in their school management teams. The researcher concluded that there should be meaningful and mutual cooperation and collaboration among all the structures with an interest in education for effective teaching and efficient learning to exist.

In Chapter 3 a description was given of the empirical investigation. (cf paragraph 3.4). A survey questionnaire for school managers was designed to assess the
impressions and perceptions school managers have of teacher unions involvement in the management of schools in the Vryheid region (cf paragraph 3.3). These questionnaires were sent to eighty school managers. Seventy-one school managers responded (cf paragraph 3.4.2.2). The results were analysed by the researcher and a test-helper (cf paragraph 3.5) The findings were discussed in Chapter 3.

The researcher concluded that many school managers are positively inclined towards teacher union involvement in schools (cf table 3.3), which implied a strong need for the establishment of statutory and non-statutory structures for teacher union involvement at school level. The empirical survey revealed that school managers want teacher unions to assist in the establishment of a culture of teaching and learning (cf sub-table 3.3.9). This includes allowing principals, subject advisors and inspectors into classes for purposes of supervision. It also indicates that school managers recognise the contributions that could be made by teacher unions towards effective teaching and efficient learning. The empirical survey also revealed that most school managers feel threatened by the presence of militant and radical teacher union members in their schools (cf sub-table 3.3.1). This implies a strong need for protection, more especially because some school managers might have suffered losses due to militancy and radicalization in the early years of teacher unionization (cf paragraph 2.3.3).

The empirical survey showed that the majority of school managers are of the opinion that teacher unions should move away from the adversarial stance that has characterised the traditional relationship between labour unions and management (cf sub-table 3.3.6). The survey also revealed that most school managers believe that teacher union activities have contributed to the state of lawlessness in schools (cf sub-table 3.3.6). Furthermore, the survey confirmed a serious lack of consultation between the school management and the union leadership. Very few school managers receive proper consultation and information from the unions with regard to their activities. For example, when teachers are to engage in a strike action school managers are not consulted in time to make
inputs. The empirical survey indicated that most school managers have negative perceptions of teacher unions (cf table 3.3), despite the fact that they are in favour of teacher involvement in decision-making (cf sub-tables 3.3.3; 3.3.4 and 3.3.7).

Chapter 4 discussed the findings of the study and described which conclusions were drawn. The survey indicated that the incorporation of teacher unions into the education system, and particularly into the school management system, has not been a smooth and harmonious process (cf paragraph 4.2).

The resistance by educational authorities to give recognition to the progressive teacher unions has negatively influenced the perceptions of school managers with regard to teacher unions (cf paragraph 4.2.1). It was indicated that negative and harmful attitudes towards teacher unionization in the schools remain a critical barrier to the development of education as well as to the school management system (cf paragraph 4.2.3). The study revealed that the South African school managers were conditioned to operate in undemocratic situations (cf paragraph 4.2). This might have made it difficult for these school managers to use their own discretion in the implementation of educational policies. Such conditioning also placed strict limits on the autonomy of school administrators, and this accounts for most school managers' inflexibility when it comes to democratically involving teacher unions in decision-making.

In Chapter 4 it was also indicated that there are other factors which influence school managers' perceptions of teacher unions. These factors include, inter alia, militancy and radicalization within the unionized teaching fraternity; lack of enabling and protective legislation; and conflict against departmental policies which are beyond school managers' jurisdiction (cf paragraph 4.3). The researcher concluded that if the school management system is to promote effective consultation and prevent learning breakdown, it is imperative that proper structures for participative management are developed by all the stakeholders. Such structures have to develop the capacity of the school management system to
overcome barriers which may arise, prevent barriers from occurring and promote the development of an effective teaching and learning environment.

Chapter 5 deals with a review of the entire study project; it gives a summary of the study, so as to highlight the major findings of the study project. It also provides a set of recommendations, which, it is hoped, may help alleviate the problems identified.

5.3 RECOMMENDATIONS

5.3.1 The State

The acts, regulations, legislation, et cetera, which are promulgated by the political party in power have major implications for the educational manager and the way schools are managed. In South Africa the educational management situation of school principals has remained virtually unchanged in the wake of the current educational and political reform (cf paragraph 2.3.3). The present policy and practice is inadequate and therefore does not satisfy the needs of the group responsible for the management of schools (cf paragraph 2.5.1). Since the State has a central responsibility in the provision of education and training, it has direct implications for the structure of the education system. The State also affects the control and administration of the education system at all levels, and exerts a direct influence on the contents of education and its objectives, methods and character.

5.3.1.1 What ought to be done by the State?

Firstly, it should be mentioned that the Labour Relations System does not operate in a vacuum, but there are factors which influence it directly. In South Africa, the teacher unions’ desire for democratic participation in educational activities should have influenced the State to fulfill its role as a third party. The recognition and acceptance of the right to collective bargaining indicates that the State can no
longer be responsible for collective bargaining at a centralised level. The State should now stay in the background and only provide the necessary framework for the parties concerned to solve their problems themselves. The State should continually re-evaluate its raison d'être for intervening to ensure that it remains a neutral party. As a neutral party, the State would be prevented from conditioning school managers to operate in an undemocratic, inflexible, doctrinate and authoritarian policy (cf paragraph 1.1).

Although the Education Labour Relations Act of 1996 provides for the involvement of teachers in decision-making, it is still important for the government to create rules that would ensure an orderly pattern of interaction within the school management system. The State should create rules which would be responsible for the regulation of interaction between the school managers and teacher unions and they should exist so as to balance the needs of these parties in such a way that optimal satisfaction is achieved.

It should be the responsibility of the education management at the national and provincial education departments to make a concerted joint effort to communicate the implications, challenges and opportunities of an inclusive system of school management to school managers as well as teacher union leaders. At national level, guidelines for the provision of staff in provinces that would support the participatory school management system should be developed. All sections of the national and provincial education departments should become aware of the diverse needs which have to be catered for in their plans and programmes. An understanding of what constitutes barriers to teacher union participation in the management of schools and how these may be overcome or addressed would need to be developed.

Since the State has committed itself to the protection of interests and the rights of teachers, it has to give prominence to teacher union involvement in the management of schools, both as a fundamental human right and as the main prerequisite for the country's democratic development.
5.3.1.2 Aspects to be considered by the State with regard to teacher union involvement in the management of schools

(a) Transformation: Developing an integrated system

The State initiatives at national, provincial and school level that are spearheading transformation in educational management should include issues pertaining to diversity and addressing barriers to teacher union involvement in the management of schools. The foundation for inclusive educational management should be formed at school level. Particular attention needs to be given to integrated settings and participatory management where all teachers in a school can work together and where adequate training and development can start. Closer links need to be formed between the teacher union leadership and school management teams. Teacher union leadership should be supported to develop capacity in these leaders, which would enable them to develop and maintain sound educational relationships between school managers and teacher union members. This means that the department of education should include the "dedicated" competencies that would enable the State to address diverse needs and barriers to inclusive school management.

(b) Barrier-free physical and psycho-social environment

Safe environments in which school managers and teacher unions can perform their duties and activities are particularly important, especially in the light of the current political violence in KwaZulu-Natal (cf table 3.3). The provincial education department authorities play a particularly important role in school manager-teacher union interaction. Any form of intimidation, from either party, should be discouraged. This means that rules and regulations related to intimidation-free environments should be enforced. Furthermore, schools should be well secured in order to prevent intruders from interfering with the management and functioning of the schools. This can be done by fencing the schools and placing security guards at the gates to control entrance into the school grounds.
In order to do the above and ensure barrier-free physical and psychosocial environments, the provincial education departments should make provision for a safe and supportive environment where teachers and school managers are motivated and supported in their work, where learners feel a sense of belonging and are able to engage in the learning process without fear of outside interference, and where all the stakeholders are valued and involved in the life of the learning community.

(c) **Education management**

The school managers have a particular important role to play in fostering good relations between the school, the teacher unions and the world outside. As official representatives of the Education Department, school managers should endeavour to ensure that the schools are orderly and properly managed. School managers should involve teacher union members in schools and see that schools avail themselves of all that the teacher unions can contribute.

To do this, school managers should establish good public relations. It is essential that all training and development programmes for governing bodies and for the school management in general incorporate skills development for accommodating and responding to diversity and for addressing barriers to teacher union involvement. Specific attention needs to be given to redressing racial, gender and other inequalities in education as well as to school management development programmes. The development of leadership in the area of addressing barriers to teacher union involvement should be a further important priority in school management development. This is particularly important in the light of the challenges facing school managers at present as they develop participative management in their schools.

With these considerations in mind, the following is proposed:
• The National Institute for Education Management Development should commission research to develop guidelines for the involvement of teacher unions in the school management system as well as in addressing barriers to all management and development programmes.

• Education Support Services should be developed to ensure that the school management system is continuously transformed to address the issues of democratic, participative school management.

• Promotion requirements for school-based promotional posts should be upgraded to include a course in either school management or public relations.

5.3.2 The School Management Team

The general opinion overseas and in South Africa is that the work of a school manager has moved away from a pedagogic-didactic task towards one of management. This implies that school managers should be the “advocates” of learners and in order to accomplish this they need the co-operation of a wide range of persons who are involved in the education of children. The effective organisation of all the people with an interest in education to meet the needs of the students will make the school management team “advocates” for learners. It is important to note that the needs of the teacher unions or the needs of the school management should not prevent their giving priority to the needs of learners.

In order to insure “advocacy” for learners it is important that the school managers develop a school management system that is consultative, non-adversary, supportive of the growth of staff members, and nurtures an optimistic, self-respecting attitude. The importance of a consultative school management system can readily be seen if it is recognised that teacher behaviour is a consequence of management action – not a cause.

The secret of success lies in a school managers’ ability to understand the needs of the people and to adjust the level of support accordingly. School managers
should handle the issue of teacher union involvement with great care if they are going to maintain the active participation of teacher union members. They should demonstrate a sensitivity to the needs of their teachers and offer an appropriate level of support.

In developing participative management, school managers should ensure that no one group, teacher unions or school administrators, is perceived to have the overriding prerogative of being the "advocate" of learners. School managers should develop programmes that meet the needs of all the stakeholders. These programmes or structures should aim to ensure that the needs of teachers are not marginalised, underplayed or overlooked, and that barriers to teacher union involvement are addressed.

In conclusion, the school manager should be concerned with all major educational decisions at school level, should ensure that the teachers' opinions and suggestions are considered. They should develop a school policy for teacher union involvement. It should be the responsibility of the school management team to constantly keep in mind their obligation to teacher unions as stakeholders in education.

5.3.2.1 What can be done by school managers to improve their perceptions of teacher unions?

The findings have confirmed that the perceptions held by the school managers concerning teacher unions can assist them to either facilitate and support the development of participatory management or to block such involvement of teacher unions in decision-making (cf paragraph 4.2.1) The following suggests the roles that can be played by an effective school manager in order to improve his or her perception of teacher unions.
(a) **The school manager should be the developer of an emotional climate for growth**

Individuals function best when they have a good self-concept and good rapport with those around them. In a school, teachers need to have a satisfying feeling about themselves and about the school situation. They would teach most successfully when they have a feeling of ease, of belonging, and of acceptance by their seniors and their fellow staff members. A school manager can do a great deal to develop this kind of emotional climate by talking to teachers and by showing an interest in what they do, what they think, and how they feel. Such a school manager would help to create a friendly accepting emotional climate for a school, which has a profound effect upon teacher union involvement, and thus the formation of positive perceptions of teacher unions.

(b) **The school manager should be a stimulator of teachers**

The findings indicated that one of the most important roles of the school manager is that of a stimulator and supporter of teachers (cf paragraph 4.3.3). Outstanding results can be achieved when a school manager is active in explaining to teacher union members the things that need to be done in an effective teaching situation; in showing them ways and procedures to improve their contribution to effective school management. Many teacher union members need direction, for they do not know what is really expected from them (cf paragraph 1.2.2). They need encouragement and support, especially when they make mistakes. Encouragement and praise are tremendously important to the morale. These qualities give teacher union members a feeling of worth when the school manager reinforces their behaviour by letting them know they have done a good job (cf paragraph 2.5). School managers should improve their understanding of teachers. Such interest and awareness would help to create a healthy, realistic relationship with teacher union members, and thus contribute to the formation of positive perceptions of teacher unions.
Another role of school managers should be that of communicator. They should not only be able to communicate successfully with teacher unions, but also with parents and the local community. They need to be knowledgeable about human relations and adept at public relations. Today the school management system is criticised for failing to maintain close contact with the world outside the school (cf paragraph 2.5.2). Many times, negative perceptions have developed because school managers have not kept the public informed about the significant things being done to improve teacher union involvement in decision-making. Furthermore, school managers should keep teacher union members informed about the educational developments that are taking place within the education system. This will help to alleviate distrust that has characterised the relationships between school managers and teacher unions.

A commitment to teacher union involvement in school management is a worthwhile practice. Such practice will help school managers and teacher union members in developing a more effective and relevant participatory democracy which will be exemplary to the entire community. While teacher union involvement is a viable exercise, it is not easy to achieve. School managers should, in consultation with teacher union leaders, initiate training programmes for site-stewards. In this manner, school managers will be in a good position to shape and facilitate the involvement of teacher union members in their school management teams. Workshops could help to promote trust between school managers and teacher union members. They could also encourage teacher union members to communicate openly and share burdens without feeling threatened or exploited.

Teacher participation should not be perceived as something that the school manager cedes to teachers out of good will. In such instances, teacher union members may see participation as constituting little more than a "rubber stamp". Unless and until teacher participation is perceived as something received from – rather than given by – school managers, proposals to "enhance teacher union
participation” are likely to engender critical reactions. School programmes for teacher union involvement should afford teachers opportunity to contribute to the decision-making process and hence decrease their sceptical attitudes.

In a nutshell, it is important for every school manager to develop a school policy for teacher union involvement. The school manager, who is the chief executive and the senior professional, should not allow a situation where teacher union involvement is haphazard and uncoordinated. Guidelines for teacher union involvement should be included in the school policy.

5.3.3 The role of teacher union leaders

The findings indicated that very little in the South African teachers' background or training prepares them for the kind of democratic politics where they have to engage with the school management, take stands, resolve conflict and negotiate differences (cf paragraph 2.3.3). The literature survey indicated that schools are to some extent stuck with their past, with their reputation, the kinds of people or staff they hired years ago, their site and traditions (cf paragraph 2.3). These things take years if not decades to change. For example, staff members who are accustomed to a power culture with a strong control figure will find it very hard to adjust to the more participative task culture even if they claim that this is what they want. This kind of ambivalence undermines the sense of empowerment that seems to be essential for effective teacher participation. Confusion prevails even within the teacher union membership itself about the correct procedures for teacher union involvement in the management of schools.

It should be the duty and responsibility of teacher union leaders to orientate their followers on the formalities of negotiation. Since the teacher unions have a responsibility to pursue the values of freedom, justice, equality and democracy (cf paragraph 2.2.1), they have to give prominence to consultative school management, both as a fundamental human right and as one of the prerequisites for the country's democratic development. A number of improvements and
changes should be implemented within the organisational structures of the teacher unions in order to raise the quality of their involvement in the management of the school.

These improvements and changes should include the following:

- Teacher unions should keep themselves free from political controversy and interference (cf paragraph 2.3.2). This is especially true in KwaZulu-Natal where political violence is engulfing the areas. Negative perceptions and barriers resulting from political controversy and interference would be minimised. Furthermore, teacher unions would be able to operate freely without fear of being labelled and perceived as agents of political parties. Lastly, it should be the responsibility of teacher union leaders to instill in their followers the belief that the education of children is a task which should be politically and ideologically unproblematic (cf paragraph 2.3.2).

- Teacher unions should move away from the adversarial stance that has characterised the traditional relationship between labour unions and management (cf paragraph 2.3.2). It is only in the spirit of co-operation that teacher union involvement can work. Teacher union leaders should ensure that the development of consultative management in schools is not hampered by the adversarial relationships which may occur at any level of educational management. Teacher unions at school level should move towards a more co-operative approach that would better serve the interests of all stakeholders. Such a move would lead to the formation of positive perceptions of teacher unions.

- Better education of the nation’s children should be the goal of educators and their unions. To that end, teacher union involvement in schools should continue to be an integral part of that process, but it should not be viewed as a quick fix to the problems in the school management systems. Teacher unions should view their involvement as one of many steps to improvement.
of the nation's education system. Their actions should not hinder or present barriers to educational reform. Teacher unions should give priority to the education of the nation's children.

- Teacher unions should ensure that all stakeholders enjoy equal rights and the protection of human dignity. In planning their activities they should ensure that no party (learners, parents, managers, and so on) becomes the victim of their members' militant actions. Teacher unions should work towards the establishment of a culture of tolerance which would be exemplary to the younger generation. They should contribute to the development of a school management system that would promote education for all. Teacher unions should also foster the development of consultative management that would enable all teachers to participate actively in the education process. It is thus imperative that teacher unions, in their attempts to further teachers' rights and interests, guard against infringing upon the school managers' rights and jurisdiction as heads of institutions. This implies that teacher unions should ensure that their members' actions do not destroy the possibility of a strong administrative practice in schools (cf sub-tables 3.3.4 and 3.3.5).

- For teacher union involvement to be meaningful, it must occur between people who view themselves as equals. Teacher union leaders should in no way allow a situation where their members approach school management with a patronising aim and communicate a view of themselves as superiors. Teacher unions should not limit themselves to structures whose sole purpose is to protect the rights and interests of classroom teachers. Teacher unions leaders should also develop strategies that will ensure that the right of children to learn is protected whenever teachers are on strike. Over and above this, teacher unions should instill in their members an awareness that their actions and attitudes play an important part in influencing the school managers' perceptions of teacher unions.
In conclusion, it is recommended that teacher union involvement in the management of schools should not be a sporadic event, but should be carefully planned, organised and coordinated by school managers together with teacher union leaders, who should take it upon themselves to manage teacher union involvement. Teacher union involvement should be an on-going process, included in the school policy. The school policy should therefore reflect procedures in which teacher unions would be made to contribute to the smooth functioning of the school. Consequently, school managers and teacher union leaders have to know that teachers should become actively involved and have a say in the management of their schools and in this way school management system will demonstrate acceptance of the principle of democratic equality in all of its practices.

5.3.4 Labour unions

The earlier findings indicated that teachers have always been divided over the question of professionalisation or unionisation of the teaching fraternity (cf paragraphs 2.3.3 and 2.4.1). This division has undoubtedly influenced the present perceptions of teacher unions held by school managers. The empirical survey indicated that the majority of school managers (64.7%) are against the involvement of labour unions in the establishment and functioning of teacher unions. Many school managers regard the involvement of labour unions as being at odds with the nature of the teaching profession (cf paragraph 2.3.2). Some school managers claim that political affiliation by teachers' organisations at whatever level can only provide a source of conflict, not only among the teachers but also among the children and the parents of the communities in which the teachers work. On the other hand, there are those teachers who claim that progress would take place at all levels of the society only if there is a formal, permanent and established relationship between teacher unions and labour unions (cf paragraph 2.4.1).

Since it is clear from the findings that some teacher unions have already established close working alliances with labour unions, it is necessary that an
organisational structure for such involvement is developed. A partnership should be established between the school management and the labour unions. This partnership should be based on clear policies and procedures which would prevent any particular group from promoting its own interest at the expense of the child.

Some of the aims of this partnership should include:

• Providing guidelines on key bargaining objectives. These might include, for example, standard guidelines on equality issues, recruitment policies and bargaining strategy.

• Training for site-stewards and officers who handle collective bargaining at school level. The training programme would include modules on reading and understanding the formalities of collective bargaining, the disclosure of information to stakeholders, grievance procedures, and so on.

• Working together to bring a new culture to schools by changing the traditional, adversarial relationships that exist between labour unions and management.

• Organising counselling sessions with trained counsellors, at which sessions the retrenched teachers would receive personal as well as career guidance.

• Finding common grounds for the resolution of the grievances of teachers concerning salaries, working conditions, disciplinary procedures, and so on.

• Ensuring that political affiliation of teacher unions does not provide a source of conflict among the teachers, the children and parents of the communities in which the teachers work.
• Ensuring that the community-organised stayaways and protest marches do not unnecessarily disrupt normal schooling procedures. This could be done by ensuring that a call for a stay-away from work, which is not related to educational matters, does not become a stay-away from school.

Although it is important for school managers and labour unions to find common grounds to liberate teachers to do their work in open, democratic institutions, it is equally important for these parties to realise that the management of educational institutions somehow differs from the management of other organisations. This implies that even the experienced labour union leaders may lack the relevant skills and knowledge to settle the disputes that occur within the school management situation. It is therefore imperative that the school managers and labour union leaders develop structures which would allow them to share their skills, knowledge, experience and expertise in a relaxed, conducive atmosphere which would allow them to function as free people in a truly democratic society.

Furthermore, labour unions should realise that in a school situation, the school manager is also an employee who depends on the same employee unions for the protection of his or her rights and interests. Unlike in a company, the school manager is not a shareholder and his or her rights and interests cannot be protected by employers' associations. This implies that the school manager is not responsible for laying down general managerial guidelines even though he or she is expected to implement those decisions and policies. Labour unions should not regard school managers as part of the employer. The labour unions should be sympathetic with the school managers who are often sandwiched uncomfortably between the conflicting demands of the education department and the local community. The labour unions, together with the school management, should develop structures which would protect the reputation of school managers, and ensure that school managers do not become targets of abuse by the community during stayaways and strike actions.
In order to monitor the labour union involvement in the school, the school manager should have good communication skills. The school manager should provide the mechanism for the feedback of information from the school to the labour unions. The degree to which the labour unions support school management programmes would depend on the understanding and knowledge members of the unions have of the activities in the school. Labour union involvement should be of strategic importance in promoting positive attitudes and perceptions regarding school managers.

The paramount duty of the labour unions should be to ensure that democracy is maintained in the functioning of the school management system (cf paragraph 2.4). Labour union leaders should create a situation where teacher union members and school managers interact freely without fear of victimization. These situations should be designed to ensure that neither school managers nor teacher union leaders are victimized whenever there is a conflict in the community concerning departmental policies. These situations should therefore be designed to ensure the protection of both the school managers and teacher union members. These situations should also be designed to enhance the effectiveness of school managers and teacher union leaders in working with each other.

School managers should encourage labour union leaders to visit schools so that they may experience the atmosphere at the school, talk to teachers and school managers, or observe the atmosphere in the staffroom. School managers should also arrange consultation sessions between themselves and labour union leaders, discussing teacher unions' interests and rights as well as contributions to the effective functioning of schools. Positive labour union-school manager interaction would ensure teacher-union co-operation and thus increased teacher-union participation in school management.

5.4 CONCLUSION
This study has revealed that only a small percentage of school managers perceive teacher unions as important stakeholders in the school management system. The 1996 Education Labour Relations Act which accepts the right of educators to strike has been the subject of considerable criticism by those holding posts in the management echelons. The point is increasingly stressed that public service strikes inflict more damage on the general public than on the employer and it interrupts essential services which the State provides to the population. This view has adversely affected the democratic participation of teacher unions in the management of schools because they are perceived as groups of activists who only want to disrupt schooling. Such perception account for the conflict between teachers and principals over the issue of union participation in school management. It is for this reason that this study recommends that both the teacher unions and the school managers have to negotiate their roles and positions in order to carry out their professional responsibilities in a spirit of accountability to their colleagues, the learners and the parents and communities served by the schools in which they work.

The school management system would have to allow for the active participation of teacher unions, while at the same time providing for the needs of all interested parties. The school management system should be based on respect for human dignity, freedom, equality and justice for all. It should be truly democratised. Teacher unions and administrations must learn to work together in a new professionalism, free from the adversarial relationships being promulgated through collective bargaining. The school managers should be willing to cede their traditional decision-making authority. They should not feel threatened by the increased teacher participation in decision-making. In fact, school managers should be the facilitators of teacher union involvement in the school management teams. Eventually, the school management system will be determined by all the social structures with an interest in education. This also means that the school management practices will be in line with the democratic principles of the country.
The school managers’ concern must be for all the teachers in their charge, whatever the political affiliation of their unions. This does not mean that school managers have to be neutral or lack commitment to the values and practices of a democratic society. The school managers should have the capacity to achieve a unity of common purpose and commitment, a unity that is far more fundamental than the question of whether they and their subordinates belong to the same teacher union. Both the school managers and the teacher unions should be willing to implement new ideas which may or may not work. Participative school management should be the goal of the school managers and the teacher unions. To that end, collective bargaining should continue to be an integral part of the decision-making process.

The Education Department is presently engaged in a campaign to re-establish a culture of teaching and learning in schools. Committees and sub-committees which are known as the Culture of Learning, Teaching and Service committees, (COLTS) have been established at national and provincial levels. The composition of these COLTS committees, however, should reach out to the school managers and teacher unions at school level. Such committees, the researcher believes, should reflect the diversity of the community structures involved in schools so that a school management system can reflect the basic needs of all the stakeholders. These committees should expect input from teacher unions, parents, as well as from the representatives of the community groupings that have a vested interest in the education of the nation’s children. This would help to eliminate negative perceptions of teacher unions. The consultative school management, as expounded in this study, should pave the way for the democratic participation of teacher unions in decision-making in the school management teams.

5.5 RECOMMENDATIONS FOR FURTHER STUDY

One of the possible shortcomings of this study is the fact that it was confined to school managers’ perceptions of teacher unions in the Vryheid region only. In
general, a study of school managers' perceptions of teacher unions in the entire Republic of South Africa would prove more reliable. However, the scope of this study had to be limited, and it is possible that the results could be valid for the entire school management system in the country. In particular, it would be of value to investigate the school management system with regard to, among other things, teacher unions and school quality and the managerial behaviour of school managers during and after strike-actions. Such an investigation would prove beneficial to the school management system country-wide.
REFERENCES


APPENDIX A

SECTION A
Give your opinion by making a cross (x) on the applicable code

EXAMPLE FOR COMPLETING SECTION A

In your opinion how would you describe the contribution of teacher union members in fostering administrative efficiency within the school?

<table>
<thead>
<tr>
<th>Contribution Description</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Excellent</td>
<td>1</td>
</tr>
<tr>
<td>Good</td>
<td>x</td>
</tr>
<tr>
<td>Average</td>
<td>3</td>
</tr>
<tr>
<td>Poor</td>
<td>4</td>
</tr>
<tr>
<td>Disturbing</td>
<td>5</td>
</tr>
</tbody>
</table>

1. In your opinion how would you describe the image of your school in the community?

<table>
<thead>
<tr>
<th>Image Description</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Excellent</td>
<td>1</td>
</tr>
<tr>
<td>Good</td>
<td>2</td>
</tr>
<tr>
<td>Average</td>
<td>3</td>
</tr>
<tr>
<td>Poor</td>
<td>4</td>
</tr>
<tr>
<td>Disturbing</td>
<td>5</td>
</tr>
</tbody>
</table>
2. In your opinion how would you describe the image of teacher unions in the community?
   - Excellent ..................................... 1
   - Good ........................................ 2
   - Average ...................................... 3
   - Poor ......................................... 4
   - Disturbing .................................... 5

3. In your opinion how would you describe the culture of teaching and learning in your school?
   - Excellent ..................................... 1
   - Good ........................................ 2
   - Average ...................................... 3
   - Poor ......................................... 4
   - Disturbing .................................... 5

4. In your opinion how would you describe the contribution of teacher unions to the establishment of the culture of teaching and learning?
   - Excellent ..................................... 1
   - Good ........................................ 2
   - Average ...................................... 3
   - Poor ......................................... 4
   - Disturbing .................................... 5

5. In your opinion how would you describe the relationship between school managers and teacher union members in your school?
   - Excellent ..................................... 1
   - Good ........................................ 2
   - Average ...................................... 3
   - Poor ......................................... 4
   - Disturbing .................................... 5
SECTION B

Remember this is not a test of your competence. Mark your opinion by making a cross (x) on the appropriate number/code on the scale provided for each question where:

1 means YES
2 means NO
3 means NOT SURE

EXAMPLE:
Would you increase teacher union involvement in what was previously perceived as the sole jurisdiction of the school manager?

~ 2 3

1. Would you perceive the presence of teacher union members in your management team as irrelevant and obstructive to your administrative practice?

   1 2 3

2. Would you support the statement that "teacher unionism is another fad that will quickly fade once its problems are fully realised"?

   1 2 3

3. Would you agree with the statement that "effective teaching cannot occur in schools where teachers are dedicated union members?"

   1 2 3

4. Would you perceive teacher union participation in the management of schools as leading to anarchy?

   1 2 3
5. Would you perceive collective bargaining as a volatile confrontation between you and teacher union members?
   1  2  3

6. Would you agree with the opinion that labour unions such as COSATU should be involved in the establishment of teacher unions?
   1  2  3

7. Would you involve teacher union members in the decision-making process dealing with issues affecting them?
   1  2  3

8. Would you become emotionally weakened if teacher union members lose faith in your leadership?
   1  2  3

9. Would you accept the claim that teacher unions have produced meaningful improvements in education?
   1  2  3

10. Would you perceive collective bargaining as an opportunity to effect change for the benefit of learners?
    1  2  3
APPENDIX B

P.O. Box 67
Coronation
3107

18 March 1999

The Regional Chief Director
Vryheid Region
P/Bag X9318
Vryheid
3100

Dear Sir

REQUEST FOR PERMISSION TO COLLECT DATA

I hereby kindly request for your permission to collect data from the school managers under your area of jurisdiction.

The research is mainly concerned with personnel who are holding middle management posts (superintendents of educational management, principals, deputy principals and heads of departments). The project examines the school managers’ perceptions of the teacher unions in the Vryheid Region.

The study is performed as a fulfilment of the requirements for my M Ed degree in educational management at the University of South Africa. This study will contribute to the improvement of educational management in this region as well as in the whole province. The disclosure of the school managers' perceptions with regard to teacher unions will enable policy makers and school managers to develop relevant programmes to assist school managers in the incorporation of teacher union members into their school management teams. This in turn will have a positive effect on the culture of teaching and learning.

I hope you and your team will realise the importance of this investigation and allow me to disclose the school managers’ perceptions of teacher unions in the Vryheid Region.

Thank you

D.M. Ntshangase
APPENDIX C

PROVINCE OF KWAZULU - NATAL

ISIFUNDAZWE SAKWAZULU - NATAL

DEPARTMENT OF EDUCATION & CULTURE
UMNYANGO WEMFUNDO NAMASIKO
DEPARTEMENT VAN ONDERWYS & KULTUUR

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Ikhele Loeingo: INKANYISO
Telegraphic Address: INKANYISO
Telegrafiese Adres: INKANYISO

Fax No.: 0358-8743593
Ucingo: 0358-8743418/21
Telephone: 0358-8743418/21

Usuku: 13 APRIL 1999

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MR D.M. NTSHANGASE
P.O. Box 67
CORONATION
3107

RESEARCH ON PERCEPTION OF SCHOOL MANAGERS W.R.T. EDUCATOR UNIONS.

1. Authority has been obtained from the department to allow you to do the research detailed above provided that you supply a copy of the research results to this department as soon as you conclude your research.

2. Your contribution will be highly appreciated.

SUPERINTENDENT-GENERAL: KZNDEC

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DEAR SIR/MADAM

TO WHOM IT MAY CONCERN

DURING THE FIRST WEEK OF FEBRUARY 2000 YOU RECEIVED A QUESTIONNAIRE CONCERNING THE SCHOOL MANAGERS' PERCEPTIONS OF TEACHER UNIONS. YOU ARE KINDLY REQUESTED TO RETURN THAT QUESTIONNAIRE TO THE RESEARCHER BEFORE 25 MARCH 2000.

IF YOU HAVE ALREADY COMPLETED AND RETURNED THE QUESTIONNAIRE, LET ME TAKE THIS OPPORTUNITY TO THANK YOU FOR YOUR CO-OPERATION.

THANK YOU ONCE AGAIN FOR YOUR ASSISTANCE.

D.M. NTSHANGASE