

# The changing principalship in South African schools

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A current international trend in education reform is the devolution of decision-making powers from central level to the school level. Together with certain structural reforms regarding shared decision-making, the South African government has also initiated programmes of curriculum reform, and a general drive to improve the culture of teaching and learning in schools. The devolution of authority through decentralisation is the first dimension of school-based management. The second dimension of school-based management refers to the participation of stakeholders. The key changes in the way schools in South Africa are organised with regard to the role of principals are outlined in this article. Two reform initiatives, whole school evaluation and developmental appraisal are briefly described. The article concludes with a model for management of resistance to change.

## **INTRODUCTION**

Many education systems are implementing radical reforms in order to adapt to a changing world (Pretorius 1998:109; van Huyssteen 1999:13). A current international trend in education reform is the devolution of decision-making powers from central level to the school level. This reform initiative rests on the assumption that participation of educators, learners and parents can enhance the achievement of the

desired transformation (Mosoge & van der Westhuizen 1998:73). Increased stakeholder participation also includes the possibility of engendering increased enthusiasm, interest, commitment and effectiveness among stakeholders (Dimmock & Hattie 1994:37).

Bradshaw and Buckner (1994:79) believe that significant changes demanded of schools can only be attained through shared decision-making that encourages people to change and to address educational problems. Processes of shared decision-making and suitable structures are related to a move towards institutional autonomy, the so-called school-based management of schools (Hart 1995:11; Department of Education 1996a:29; Mosoge & van der Westhuizen 1998:73). It includes the devolution of authority and responsibility from the central office to the school (Mosoge & van der Westhuizen 1998:83). School-based management implies an increase in the responsibilities of school management teams and school governing bodies (Squelch 1999:128, Dimmock & Wildy 1999:298). In a system of school-based management principals still have a key role to play in schools.

Together with certain structural reforms regarding shared decision-making, the South African government has also initiated programmes of curriculum reform, and a general drive to improve the culture of teaching and learning in schools. The restoration of the culture of teaching and learning is currently one of the most important endeavours aimed at improving the quality of education in South African schools (Garson 2000:4). This article focuses on leadership and management challenges to address the poor quality of education in the majority of South African schools.

## **1 CURRENT LEADERSHIP AND MANAGEMENT CHALLENGES IN SOUTH AFRICAN SCHOOLS**

The dilemma in South African schools can be attributed to the lack of legitimacy created by apartheid policies during the previous dispensation (Department of Education 1996a:18; Gultig & Butler 1999:26). The apartheid school system was characterised by inequality: racially, regionally and in terms of gender (Department of Education 2000f:1). It was also administered by means of a top-down management system

where principals and educators were at the receiving end (Department of Education 1996a:19). In this regulated work environment, principals were accustomed to receiving instructions from departmental officials (Gultig & Butler 1999:49).

This led to poor management and a collapse of teaching and learning in the majority of schools (Department of Education 1996a:18). Features of a poor culture of learning and teaching in schools include the following: weak/poor school attendance; educators who do not have the desire to teach; tensions between various elements of the school community; vandalism; gangsterism; rape; alcohol and drug abuse; high dropout rate; poor school results; weak leadership, management and administration, general feelings of hopelessness, demotivation and low morale; disrupted authority, and the poor state of buildings, facilities and resources (Chisholm & Vally 1996:1).

Post-apartheid education reconstruction has been driven by two imperatives: firstly, the government had to overcome the legacy of apartheid and provide a system of education that builds democracy, human dignity equality and social justice and, secondly, a system of lifelong learning for South Africa had to be established (Department of Education 2001:i).

While it does not take a long time to break down a healthy learning environment, it will take a dedicated strenuous effort to build it up again (Hartshorne 1993:340). Hartshorne (1993:340) summarises the breakdown of the culture of learning and teaching, and the attempts to remedy it as follows: "The schooling system is now experiencing much more than the earlier crisis of trust, acceptance and legitimacy; what is now being experienced is a crisis of authority, a shift of power. It is a direct consequence of the diminishing authority of a State which has not been prepared to address the fundamental issues at stake in education and in society". The democratically elected government is, however, committed to restoring authority through school-based management.

## **2 LEADERSHIP AND MANAGEMENT IN THE NEW DISPENSATION IN SOUTH AFRICA**

School-based management is no longer an option in South Africa. The new policy framework for decentralised decision-making is embedded in the South African Schools Act (1996) Act 84 of 1996 and the pace of change will depend on the progress made in developing new competencies at all levels (Department of Education 1996a:36; South African Schools Act, Act 84 of 1996).

New educational policies require educational managers who are able to work in democratic and participative ways to build relationships and ensure the effective delivery of education (Department of Education 1996a:25). At the core of the policy initiatives is a process of decentralised decision-making about the allocation of resources to school level and a significant process of democratisation in the ways in which schools are governed and managed (Department of Education 1996a:29). These processes and structures are related to a move towards institutional autonomy, the so-called school-based management or self-management (Hart 1995:11; Mosoge & van der Westhuizen 1998:73).

In school-based management the decision-making process moves to the school management and the implementation of participative management requires the delegation of authority from higher to lower levels, for example heads of departments and educators (Mosoge & van der Westhuizen 1998:74). The devolution of authority through decentralisation is the first dimension of school-based management. The second dimension of school-based management refers to the participation of stakeholders.

The concepts *management* and *governance* differentiate between the roles of educational leaders and other stakeholders in school management (Mosoge & van der Westhuizen 1998:75). According to Article 16 in the South African Schools Act 1996 (Act 84 of 1996), principals and the Head of the Education Department are responsible for the professional management of the school, while governance is vested in governing bodies of the school. Although parents' and learners'

participation may be limited to governance only, the same is not true about educators (Mosoge & van der Westhuizen 1998:75). According to *White Paper 11*, educators should be involved in both the governance and professional management of the school since they are also faced with problems requiring immediate managerial response (Department of Education 1996b:26).

In the era of democratisation a misguided idea may emerge that principals should only be *ex officio* members with marginal participation in school governance (Mosoge & van der Westhuizen 1998:82). According to the South African Schools Act, principals are granted full participative powers in school governance and professional management of a school. Principals should also take responsibility and accountability for the participation of stakeholders in school management.

Changes in the new system of governance in schools have, unfortunately, resulted in school principals who are unprepared for the new role as “chief executive officers” (Department of Education 1996a:18). Principals, educators, learners and parents may also experience difficulty in adapting to their new roles and new channels of communication which result in role ambiguity (Dimmock & Hattie 1994:42). School-based management may also lead to a power struggle since principals are now required to work with educators, learners, parents and others who may hold different values (Dimmock & Hattie 1994:42). These changes require new skills which many participants do not possess. Where the necessary skills and knowledge are lacking among educators, a multiple-strategy approach to training educators to enable them to fulfil their new roles, should be adopted (Terry 1999:28).

The key changes in the way schools in South Africa are organised, are outlined in Table 1 (Hart 1995:11; Gultig & Butler 1999:62, 63).

TABLE 1

*Key changes in the way "new" organisations (schools) in South Africa are organised*

**Changing schools: from "top-down" to "participatory" management**

- 1 *Principals should lead rather than instruct.* Principals need to rely on the support of staff. Their status will depend on the ability to lead and motivate their team of educators. Effective principals are able to create an ethos that generates motivated and successful educators and stimulated and inspired learners in an effective school setting (Terry 1999:28).
- 2 The decision-making hierarchy becomes flatter. To reduce problems in a hierarchical system, flatter, more open and more participative structures should be created. This will enhance the flow of information and create an atmosphere where all members experience a sense of "ownership".
- 3 *Responsibility should be shared.* With the development of teams, responsibility should be shared. Where teams operate the principal cannot be blamed since the team works together to solve problems.
- 4 *Leadership is about empowering participants.* People in senior management positions should see their role as empowering others to make decisions about the operation of the school, rather than controlling them.  
  
By providing teachers with greater autonomy and creating opportunities for teachers to engage in professional conversation a supportive environment is developed and a culture of commitment is created.
- 5 *Develop instead of delivering expertise.* Schools should create processes and structures that develop expertise. This requires a system of staff development. Three types of development process are distinguished:

- In outcomes-based education schools, all staff members have a management role which requires an effective system of staff appraisal and high-quality professional development policies that meet the needs of both the individual and the organisation as a whole.
- In a changing environment, educators need to update their subject and professional knowledge continuously so that effective learning takes place.
- Educators have to fulfil a new role. For example, there may now be a demand for computer literacy instead of biblical studies. Effective schools will encourage educators to develop knowledge and skills in various learning areas.

- 6 *Command respect through stature and not status.* In the new dispensation an individual's position in the hierarchy is not the only basis for respect. This respect will rather be won by demonstrating to other educators and learners that respect is deserved because an individual succeeds in getting things done.
- 7 *Emphasise effectiveness of schools and not simply efficiency.* In the past many schools ran efficiently. They were quiet and neat, but still produced poor matric results and not the desired learning outcomes. The emphasis is now on a commitment to constant, continuous improvement which involves everybody in the school.
- 8 *Create a culture of learning rather than controlling behaviour.* Where principals in the past believed that educators needed constant control and supervision, the approach in "new" schools should be to ensure that agreed-on outputs are achieved by entrusting educators and learners to work towards these without constant supervision.

In the next section two examples of reform initiatives in South Africa aimed at establishing a school-based management system are briefly explained.

### 3 EXAMPLES OF REFORM INITIATIVES IN SOUTH AFRICAN SCHOOLS

In addressing the challenges and opportunities facing the education system, various reform initiatives have been implemented. This section highlights two of these initiatives.

#### 3.1 Tirisano (Working together)

On 13 January 2000, the Minister of Education, Kader Asmal, launched a nine-point education mobilisation campaign, which is part of the Culture of Learning, Teaching and Service (COLTS) campaign. The aims of the COLTS campaign were the following: to instill discipline, dedication and motivation in educators, learners, principals and other stakeholders; to create safe teaching and learning institutions; to provide basic resources for effective teaching and learning; to develop an education charter that expresses education values and aspirations of all citizens and to establish democratically elected, well-trained and effective school governing bodies (Makhantshwa 2000:1). Tirisano was launched when the Department of Education identified the following problems in schools, especially disadvantaged schools in South Africa (Department of Education, 1999:2-4)

- *Rampant inequalities:* Poor people of whom the overwhelming majority are rural African who continue to attend decrepit schools, too often without sanitation, electricity or telephone, library or laboratory.
- *Low educator morale:* Many educators have been demoralised by the uncertainty and distress of rationalisation and redeployment. Vandalism, crimes of trespass, carrying and using weapons, drug-dealing, rape and sexual abuse have also created fear and insecurity.
- *Failures of government and management.* The serious crisis of leadership and management is a disturbing factor. Provincial departments of education lack the capacity to set the agenda for

their systems, to perform their tasks effectively and to provide professional support to school. The situations worsens when governing authorities are ineffective and collide with management at the expense of the other parties.

- *Poor quality of learning.* Poor learning is associated with poverty, bad or absent facilities, under-prepared educators, lack or resources, and a lack of purpose and discipline in schools, generally known as a lack of culture of teaching and learning.

The motto of the campaign is “Tirisano” (Working together to build a South African education and training system for the twenty-first century). The nine-point plan included the following (Department of Education, 1999: 6–15): Making provincial education systems work by making co-operative government work; breaking illiteracy among adults and youth in five years; turning schools into centres of community life; ending conditions of physical degradation in schools; developing the professional quality of our teaching force; ensuring the success of active learning through outcomes-based education; creating a vibrant further education and training system to equip youth and adults for the social and economic needs of the twenty-first century; implementing a rational and seamless higher education; and dealing urgently and purposefully with HIV/Aids through educational training.

These priorities have been organised into five core programmes which will guide the transformation in education for the next few years. The core programmes are (Department of Education 2000d):

- **Programme 1: HIV/Aids.** This programme is aimed at dealing urgently and purposefully with the HIV/Aids emergency in, and through, the education and training system (Department of Education 2000d:7).
- **Programme 2: School effectiveness and educator professionalism** (Department of Education 2000d:7). This programme states four priorities, which are (Department of Education 2000d:9):
  - (1) Schools must become centres of community life.

- (2) Conditions of physical degradation in South African schools must end.
- (3) The professional quality of the teaching force must be developed.
- (4) The success of active learning through outcomes-based education must be ensured.

Seven projects are proposed to achieve these priorities.

**Project 1: *Making schools work.*** The strategic objective for this project is: to concentrate on restoring public confidence in the school system and improving quality and standards (Department of Education 2000d:9).

**Project 2: *Leadership and management.*** Strategic objectives for this project are: to ensure that all schools should have management teams that demonstrate a commitment to the development of a school culture that engenders and promotes quality; to promote a common vision and quality learning and teaching; to set high standards and expectations for learners and educators; and to create a climate that is conducive to learning and the professional growth of educators (Department of Education 2000d:10).

**Project 3: *Governance.*** Strategic objectives for this project are: to ensure that all schools have governing bodies and all secondary schools have learner representative councils in accordance with the South African Schools Act; to create conditions for school governing bodies to share experiences and expertise; to facilitate the establishment of training and development programmes for governing bodies and learner representative councils; and to facilitate the building of national governing bodies (Department of Education 2000d:11).

**Project 4: *Status and quality of teaching.*** Strategic objectives of this project are: to develop a framework for educator development that promotes and enhance the competence and professional skills of all educators; to ensure the development of the South African Council for

Educators (SACE) as a professional body for educators; and to implement, in partnership with SACE, the code of conduct that guides the standards of practice and ethics of educators (Department of Education 2000d:12).

*Project 5: Learner achievement:* The strategic objective of this project is to ensure improved learner performance and attainment. A culture of non-performance will not be tolerated in any school (Department of Education 2000d:13).

*Project 6: School safety:* The strategic objective is to create a safe and tolerant environment by ensuring that all schools are free from crime, violence and sexual harassment (Department of Education 2000d:13).

*Project 7: School infrastructure.* The strategic objective is to develop a plan for dealing with the infrastructure backlogs in schools, including the rehabilitation of schools that are in a state of disrepair (Department of Education 2000d:13).

- **Programme 3: National literacy campaign** (d2000d:14). This programme is aimed at breaking the back of illiteracy among adult and youth in five years.
- **Programme 4: Further and higher education** (Department of Education 2000d:15). This programme is aimed at creating a vibrant further education and training system to equip youths and adults to meet the social and economic needs of the twenty-first century.
- **Programme 5: Organisational effectiveness of the National and Provincial Departments** (Department of Education 2000d:17). This programme is aimed at making provincial systems work by making co-operative governance work.

### **3.2 Whole school evaluation**

Prior to 1994 there were 19 different systems of school supervision that worked as panels of inspectors who were not all specialists in any

particular field (Department of Education 2000c:1). Although the system focused on quality control, it slipped into control alone. The supervision system was not implemented evenly, not organised and not professional.

The National Policy on Whole School Evaluation has been developed and is designed to ensure that school evaluation is carried out according to an agreed national model. It sets out the legal basis for school evaluation, its purposes, what is evaluated and who can carry out these functions. As process, whole school evaluation is meant to be supportive and developmental rather than punitive and judgmental. The evaluation therefore includes a developmental strategy whereby each school has to develop its own school development plans.

The principal aims of whole school evaluation are to (Department of Education 2000b:4):

- moderate externally, a sample basis, the results of self-evaluation carried out by the schools.
- evaluate the effectiveness of schools in terms of national goals, using national criteria.
- increase the level of accountability within the system.
- strengthen the support given to schools by district professional support services.
- provide feedback to all stakeholders as a means of achieving continuous improvement.
- identify aspects of excellence within the system which will serve as models of good practice.
- identify aspects of effective schools and improve the general understanding of what factors create effective schools.

Whole school evaluation is based on the following principles (Department of Education 2000a:5):

- (1) The core mission of schools is to improve the educational achievements of all learners. The evaluation process must

- therefore be designed to establish to what extent the school is adding value to learners' prior knowledge, understanding and skills.
- (2) All members of the school should take responsibility for the quality of their own performance.
  - (3) All evaluation must be characterised by openness and collaboration.
  - (4) Good quality whole school evaluation must be standardised and consistent.
  - (5) The evaluation is to be based upon quantitative and qualitative data across the full range of inputs, processes and outcomes.
  - (6) Staff development and training is critical to school improvement.
  - (7) Schools are inevitably at different stages of development. The National Policy of Whole School Evaluation seeks to understand why schools are where they are and it uses the particular circumstances of the school as the main starting point of the evaluation.

The approach of the National Policy on Whole School Evaluation is to help schools measure to what extent they are fulfilling their responsibility and improving their performance. The means of achieving this are through (Department of Education 2000d:6): school-based self-evaluation; external evaluation by the supervisory unit personnel trained and accredited to evaluate schools; adequate and regular district support leading to professional development programmes designed to provide assistance and advice to individual staff members and schools as they seek to improve their performance; an agreed set of national criteria to ensure a coherent, consistent but flexible approach to evaluating performance in the education system; published written reports on the performance of individual schools; and annual reports published by provinces and the ministry on the state of education in schools.

A number of aspects of each school will be evaluated according to predetermined indicators. The following are the key areas of evalua-

tion (Department of Education 2000c:4–14): basic functionality of the school; leadership, management and communication; governance and relationships; quality of teaching and teacher development; curriculum provision and resources; learner achievement; school safety, security and discipline; school infrastructure, and parents and the community.

Evaluation will be based on indicators covering inputs, processes and outputs (Department of Education 2000a:7). The inputs relate to what the school has been provided with to carry out its task. Processes relate to how the school seeks to achieve its goals. Outputs relate to what the school achieves and indicate output indicators such as academic standards, standards of behaviours, and rates of punctuality and attendance.

The National Policy on Whole School Evaluation is an initiative to provide world-class education to South African learners by putting standards of excellence into action. It has implications for the quality of teaching, which is addressed through developmental appraisal.

Research has shown that principals are key agents in bringing about change in schools (Bradshaw & Buckner 1994:78). To bring about change, however, requires effective leadership and management (Mosoge & van der Westhuizen 1998:78).

#### **4 THE ROLE OF PRINCIPALS IN BRINGING ABOUT CHANGE**

The role of the school principals in the traditional model was viewed as that of a manager or administrator (Pretorius 1998:105). School principals had more managerial and administrative tasks and less teaching duties. In a study done in the United States it was found that principals were of the opinion that decentralisation brought additional job responsibilities without removing any responsibilities (Porter 2000:499). There is, however, widespread agreement that the principal's workload in South Africa is also becoming unmanageable and that many secondary school principals lack the time for, and an understanding of, their leadership task (Budhal 2000:45).

In essence the principal's role in the new educational dispensation is a balance between leadership and management (Portin, Shen & Williams 1998:5). Leadership deals with areas such as supervising the curriculum, improving the instructional programme, working with staff to identify a vision and mission for the school, and building a close relationship with the community. Management includes aspects such as the budget, maintaining the school buildings and grounds, and complying with educational policies and acts (Portin, Shen & Williams 1998:6).

When discussing school-based management, it is often assumed that the principal is only a figurehead (Terry 1999:30). This is not true for principals who take advantage of the educational reform opportunities (Terry 1999:30). New conditions and expectations in education can create new challenges and perspectives for the role of the principal. For effective principals in the new dispensation, the challenge is to redefine the functions of leadership and management as democratic functions, since both are crucial for change to occur and to build democratic schools (Gultig & Butler 1999:119). This means creating schools where more people participate in decision-making and in order to ensure success, it is important to develop the necessary knowledge and skills about democracy in order to manage and lead democratically (Gultig & Butler 1999:119).

Black (1998:34) distinguishes between three broad areas of leadership: instructional, transformational and facilitative leadership. Instructional leadership, a concept that emerged in the 1980s, expects of educational leaders to set clear expectations, maintain discipline and implement high standards with the aim of improving teaching and learning at a school (Black 1998:34). This role describes the principal as a visionary, leading the school community in its development to use more effective teaching and curricular strategies and supporting educators' efforts to implement new programmes and processes. Instructional leaders perform five functions (Parker & Day 1997:87):

- *Defining and communicating a clear mission, goals and objectives:*

Formulating with the collaboration of staff members a mission, goals and objectives to realise effective teaching and learning. A clear sense of mission is particularly important when schools are undergoing a number of changes.

- *Managing curriculum and instruction*: Managing and coordinating the curriculum in such a way that teaching time can be used optimally.
- *Supervising teaching*: Ensuring that educators receive guidance and support to enable them to teach as effectively as possible.
- *Monitoring learner progress*: Monitoring and evaluating the learners' progress by means of tests and examinations. The results are used to provide support to both learners and educators to improve as well as to help parents understand where and why improvement is needed.
- *Promoting instructional climate*: Creating a positive school climate in which teaching and learning can take place. In a situation where learning is made exciting, where teachers and learners are supported and where there is a shared sense of purpose, learning will not be difficult.

Transformational leaders motivate, inspire and unite educators on common goals (Black 1998:35). They have the ability to persuade followers to join their vision and share their ideals. They also have the ability to achieve productivity through people (Armstrong & Armstrong 1996:23). The actions of transformational leaders convey the beliefs and commitments that are spoken.

Facilitative leaders are at the centre of school management and they involve educators, learners, parents and others in adapting to new challenges, solving problems and improving learners' performance (Black 1998:35). It also means that principals have to accommodate team meetings where they participate as members of a small group (Pretorius 1998:105). Unfortunately, principals who have been trained under power-centred role expectations often lack the skills and knowledge necessary to practise facilitative leadership (Portin, Shen &

Williams 1998:6). Furthermore, facilitative leadership requires considerable time and energy, and may create confusion and ambiguity as educators and others get accustomed to their new roles and responsibilities.

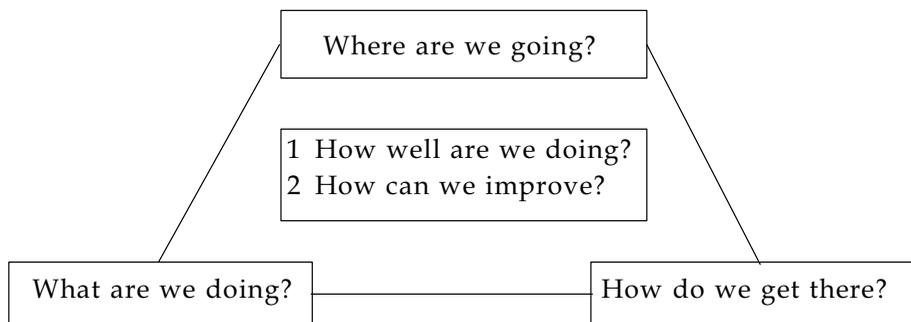
Since principals play such an indispensable role in managing change, it is important for them to take cognisance of the change process.

## 5 A MODEL FOR CHANGE

The process of change consists of certain essential characteristics indicating where a school at present is and where it would like to be. This process can be depicted in a model (see Figure 1).

FIGURE 1

*A model for change*



Pretorius 1998:110

The characteristics of the model can be explained as follows (Pretorius 1998:111–113):

- *Where are we going?* This question forms the point of departure for any change to occur and refers to the aims and goals of a school, and includes the desired destination or "ought to".
- *What are we doing?* This question refers to the reason for being a school.

- *Where are we now?* This question evaluates the effectiveness of current practice.
- *How do we get there?* The question refers to the developmental processes necessary to attain the identified aims and goals. Many education systems use strategic planning to accommodate the steps outlined above. The Task Team on Education Management Development also recommended strategic planning in its report to the Minister of Education (Department of Education, South Africa 1996a:40,41).
- *Beliefs and values:* This step characterises the school's value system and is regarded as the point of departure for strategic planning. Effective schools require leaders who are willing to express their values which must become shared goals so that the entire community shares a vision (Terry 1999:30).
- A vision is a *mental image of the future*. It is the deepest expression of what a school desires. The vision statement, with its accompanying guiding principles, says: "This is where we want to be in years to come, and this is how we will conduct business in order to get there."
- *Mission:* From the vision statement a mission statement is developed. A mission statement is simply a statement of the organisation's vision of itself that serves to guide planning, development and evaluation.
- *External and internal analysis:* Since schools do not operate in vacuums and are part of specific communities, various factors might influence their activities. Examples such as an increase or decrease in learner enrolment, an increasingly multicultural learner population or increasing poverty levels could influence the provision of education in a particular school.
- *Objectives:* This step includes a range of specific outcomes that reveal commitment to achieving the mission. For each commitment in the mission statement specific outcomes must be developed (see Table 2).

TABLE 2

*Relating routines and mission commitments*

Mission commitments	Outcomes
1 Providing quality teaching in all classes.	1a Regular classroom visits by the appraisal team. b Teacher commitments and goals focused on teaching and learning improvement.
2 Maintaining close contact with parents and the community.	2a Invite parents to come to school at any time. b Follow up carefully on all problems brought to the school's attention.
3 Providing a growth-orientated environment for all staff members.	3a Meet regularly with academic staff to hear their concerns; respond as practicable. b Involve all staff in growth planning. c To have teachers fully trained in all the necessary facets of outcomes-based education.

- *Strategies*: In order to attain the different objectives, it is necessary for the school to implement certain strategies which include a series of activities and actions.
- *Action plans*: Different action teams need to be put together to take responsibility for developing action plans. An action plan should specify the different tasks to obtain each objective, people who should be responsible for carrying out each task, a number of dates to indicate the progress of tasks, a completion date for each task and performance indicators that will provide targets for testing successful achievement of objectives.
- *Review and recycle*: The whole process needs to be reviewed continuously. It might be necessary to change or adapt if new needs appear or objectives are not met.

Reform initiatives are often met with resistance. The next section describes a model by which resistance to change can be managed.

## 6 THE MANAGEMENT OF RESISTANCE TO CHANGE

Coetsee (1993:1 820–1 824) proposes a model that indicates the different phases in the management of resistance to change (see Table 3).

TABLE 3

*Phases in the management of resistance to change*

PHASE 1	Determine the preparedness and receptiveness for change	Preparedness and receptiveness are determined by the existence of a culture for change and how change has been managed in the past.
PHASE 2	Identify the sources of resistance.	Sources can be classified as individual, formal groups or resistance coalitions.
PHASE 3	Determine the nature of resistance.	Three categories can be distinguished: passive, active and aggressive resistance.
PHASE 4	Diagnose the reasons for resistance.	Reasons include manifestations that are based on the individual, social structure or the environment (culture).
PHASE 5	Select, develop and implement specific resistance management strategies aimed at each separate source of resistance.	Strategies include: negotiation, co-option, provision of information, training, convincing and awarding.
PHASE 6	Evaluate the successfulness of the attempt to manage resistance to change.	If the attempt is successful, manage it, if unsuccessful, return to Phase 1.

***Phase 1: Determine the preparedness and receptiveness for change***

The level of preparedness and receptiveness of the school for change, depends on a number of factors (van Huyssteen 1999:80). They are the history of change and change management practices used in the school; the degree with which staff is aware of the reasons for change and whether they understand and accept it; the degree in which change reconciles with aims, objectives and practices in the school; and the degree in which the school encourages and supports creativity, innovation and entrepreneurship.

***Phase 2: Identify the sources of resistance***

Even if a school is diagnosed as being prepared and receptive for change, some kind of resistance will still exist (van Huyssteen 1999:81). It is therefore important to identify the factors influencing resistance to change, such as a lack of communication and information, a lack of support, "senseless" change, power struggles and increase in workload.

***Phase 3: Determine the nature of resistance***

The nature of resistance depends on the particular culture of a school (van Huyssteen 1999:18). It could take the form of passive resistance, active resistance or aggressive resistance.

***Phase 4: Diagnose the reasons for resistance***

According to Coetsee (1993:1 823), the reasons for resistance to change occur on three levels, namely the individual, social and environmental level.

***Phase 5: Select, develop and implement specific resistance management strategies aimed at each separate source of resistance***

Only when the sources, reasons and nature of resistance are known, decisions on strategies to manage change can be made (van Huyssteen 1999:82). The following strategies may be used: education and communication; participation, facilitation, manipulation and force; a

change in the nature of reward for co-operation; the design of co-ownership by means of participative management; and the phasing out of previous customs, practices and objectives and the learning of new ones that can serve change.

***Phase 6: Evaluate the successfulness of the attempt to manage resistance to change***

There are certain criteria that can be used to determine the success of management intervention of resistance to change (van Huyssteen 1999:83).

## **7 CONCLUSION**

The legacy of apartheid has left South Africa with an education system that is characterised by fragmentation, inequity in provision, a crisis of legitimacy, a demise of a culture of teaching and learning in many schools as well as a resistance to changing the way things have been done in the past. While addressing the challenges and opportunities facing the country, the Ministry of Education affirms its commitment to overcoming the problems of the past (Department of Education 2000d:iii). Legislation and policy documents all point South Africa firmly towards a school-based system of education management. School-based management is therefore not a fad or a cosmetic change, but an enduring phenomenon whereby each school in South Africa may renew its management and its members in a responsible way (Mosoge & van der Westhuizen 1998:84).

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