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TEACHER EMPOWERMENT AS A STRATEGY FOR EDUCATIONAL CHANGE

By

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(ii)

DECLARATION

I, Faith Ntomb'kayise Mhlongo (MaMdletshe), do hereby declare that this dissertation which is submitted to the University of Zululand for the degree of Masters of Education has not been previously submitted by me for a degree at any other university, that it represents my own work both in conception and in execution, and that all the sources that I have used and quoted have been indicated and acknowledged by complete reference.

Signed by me *Faith Ntomb'kayise Mhlongo* on the *24th* day of *February* *2008*

(iii)

DEDICATION

I dedicate this work to all South African young citizens. May this be a reminder that education and ubuntu lead to the liberation of the mind and that good things are acquired only through toil, perseverance and prayer. May this piece of work be a source of inspiration throughout their lifetime.

SUMMARY

One of the greatest challenges facing teachers in the new democratic South Africa has to do with understanding and facilitating change in education. The question of how teachers can be empowered at the school level was, therefore, a problem necessitating this research.

The aim of the study was to discover educationally accepted ways and means of empowering teachers for change. It aimed at establishing what teachers need to do to acquire self-empowered behaviour, and what principals ought to do to see to the empowerment of their teachers for change.

To carry out this study, the student made an in-depth study of literature on educational change and the empowerment role of principals. For empirical investigation use was made of observation method and interviews.

The major findings that have emerged from this study are that teachers are not adequately involved in implementing changes directed by current policy documents, and that there is very little that is being done at school to promote change. Another finding is that schools are found to be lacking resources that may be utilized to promote or facilitate change, such as democratic governance, human rights culture and curriculum change. The principals were found to be doing very little to assist and motivate teachers for change. It was found that there was lack of efforts to facilitate self-empowered behaviour among both teachers and principals.

The recommendation suggested focus on action to be taken by both teachers and principals. The principals are responsible for facilitating the implementation of change by empowering teachers at a school level.

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ABBREVIATIONS

S.A.S.A.	-	South African Schools' Act Act No 84 of 1996
L.R.A.	-	Labour Relations' Act Act No 66 of 1995
R.C.L.	-	Representative Council of Learners
S.M.T.	-	School Management Team
S.G.B. or G.B.	-	School Governing Bodies
D.M.	-	District Manager
R and R	-	Redeployment and Rationalisation
O.B.E.	-	Outcomes Based Education
N.Q.F.	-	National Qualifications Framework

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CHAPTER ONE

1. ORIENTATION TO THE PROBLEM

1.1 INTRODUCTION

The South African government and all other concerned role players and stakeholders, like teachers, parents, community, organisations and the private sector are, to a lesser or greater degree involved in establishing a new system of education. The focus is on quality and effective education. The quality of an education system, therefore, is to a larger extent dependent on the quality of its teachers, who are actors in achieving educational goals. Education should not just end within the school but should enable the learner to be successful in life (Themabela, 1975). In this respect schooling lays an important foundation.

If change in education has to succeed, the teachers at the bottom of the ladder need to be involved in decision making and implementation (Goodchild and Holly, 1989). They need to understand change through open and effective communication. In that way, they will become willing agents of change, in turn implementation will become easy. Ownership, which refers to teachers' positive identification with, and greater responsibility for decision, agreements, policies and programme, need to

be achieved as a strategy for empowering teachers (Blasé and Blasé, 1994). This study is about teacher empowerment as a strategy for educational change. In this introductory chapter attention is given to the definition of terms, statement of the problem, the purpose of the study and delimitation of the field of study.

1.2 DEFINITION OF TERMS

1.2.1 Empowerment

The concept of empowerment is widely used as buzz-word for sharing expertise, initiative, problem-solving and decision-making (Pillsbury 1989; Phillip, 1993). This concept entails pooling together of resources to bring about change and to improve conditions by way of motivating and enabling the agents of change and empowerment.

Rappaport (1987:122) describes empowerment as “a joining of personal competencies and abilities to environments that provide opportunities for choice and autonomy in demonstrating those competencies.”

Empowerment means bringing together resources and decisions as close as possible to where the action is. With regard to empowerment, the concept in this study means getting involved, taking initiatives towards

self-empowerment, understanding educational change, thus becoming an effective change agent and helping others towards implementing change. Teacher empowerment is described in educational literature as a multi-dimensional construct that is often used to define “new roles” for teachers (Fullan, 1993; Griffin and Moorhead, 1995). Teacher empowerment further involves understanding educational laws and regulations in relation to the constitution of the land (cf. Act No. 108 of 1996) and thus implementing them accordingly. It further means fair practice of democracy in the institution and upholding the human rights culture and freedoms enshrined in national constitution (Act No. 108 of 1996).

Empowerment also means enabling teachers as individuals and as groups to rid themselves of anxiety, despair, low-self-esteem, uncertainty and lack of confidence. Empowerment in this study is seen as a strategy to enable teachers to facilitate educational change.

1.2.2

Change

“Change” is defined as a shift or alteration in the present organisational environment. The concept of change refers to alteration in the established way of doing things. It involves change in conception and role behaviour. Anything can be seen as having changed when its features are no longer the same as they had been. A change may occur as deterioration,

deviation, development or innovation (Phillips, 1993; Fullan and Stielgebamer, 1982; Fullan and Hargreaves, 1992).

Deterioration is seen as becoming worse or intolerable while deviation is doing anything either than the normal, both of which have a negative connotation. Development means to make better what already exists, while innovation refers to introducing what is new, with the aim of finding better solutions to present or existing problems. Innovation in education can be seen in the introduction of the new curriculum, such as, Curriculum 2005. Development can be seen in the introduction of the labour relations and human rights culture in education, to name a few.

Educational change, therefore, means improvement of existing practices like human rights culture, democratisation of governance, labour relations and gender equality. The concept of educational change will be discussed at length in the next chapter.

1.2.3

Strategy

The term strategy can be defined as a pattern of major objectives, goals and plans for achieving those goals. Strategy is regarded by various writers as a plan of long-term goals and objectives of an enterprise and the adoption of courses of action, an allocation of resources necessary to carry

out these goals (Cannon, 1962; Chandler, 1962; Anthony, 1965; Andrew, 1971; Katz, 1970; Ansoff, 1971 and Morkel, 1974).

1.3

STATEMENT OF THE PROBLEM

Many changes have been introduced in education institutions since South Africa became a democratic country. Many of them are enshrined in the constitution – the law of the land.

Changes such as human rights culture (cf Act No.108 of 1996), democratisation of education (cf South African Schools Act, No.84 of 1996), labour legislation (Labour Relations Act No.66 of 1995) have been introduced. There have been changes and innovations in the curriculum. The teachers are expected to make an input in policy-making and to participate in the implementation of the restructured education system. The implication of the changes are that the teacher needs to have an adequate understanding of all these changes and the skills to carry out their implementation.

Teachers may find themselves lost. They may feel that they are left out of the process of bringing about this shift in education. This may experience problems in implementing what they do not fully understand. Some of them may even sit back and be passive or aggressive, or become burnt out.

Resistance is not desirable in this type of change. Yet teachers may become barriers to the introduction, management and implementation of change (Gonzalez, 1990). Teacher empowerment may be seen as the main strategy for providing teachers with coping and facilitating skills of participants of change.

1.4 THE PURPOSE OF THE STUDY

The aims of this study are the following:-

- to determine empowerment needs of serving teachers by exploring change in education;
- to establish ways and means of empowering teachers for an important role as participants in, and agents of, change, and
- to provide a set of recommendations with regard to teacher empowerment as a strategy for change.

1.5 DELIMITATION OF THE FIELD OF STUDY

This study focuses on empowerment needs of the teachers in secondary schools in the region of Empangeni. The study involves selected schools

which are the sample of the study. Empangeni is one of the eight regions in educational territory of KwaZulu-Natal. Other regions are Vryheid, Ulundi, Ladysmith, Pietermaritzburg, Durban South, North Durban and Port Shepstone. The sample chosen is located in the Mthunzini district which is one of the five districts in the region of Empangeni.

1.6 METHOD OF STUDY

Research with regard to this study was conducted as follows:

- **Literature review**

A review of varied resources was undertaken to gather information available on educational change and teacher empowerment. e.g. South African Schools Act No 108 of 1996, Labour Relations Act No 55 of 1955 among others.

- **Empirical investigation**

An empirical survey comprising observation and interviews were conducted.

- **Observation**

An observation schedule was prepared. Four schools which were chosen through purposive sampling were used as the sample for the study.

- Interviews

Interview schedules were prepared and administered to four principals and four teachers who had been selected through purposive selection from teachers and principals.

1.7

SUMMARY OF CHAPTERS

Chapter 1: In this chapter, the research problem was introduced. A brief discussion was presented on the key concepts, the statement of the problem, the purpose of study, delimitation of the field of study and the method of study.

Chapter 2: This chapter focuses on conceptual framework and review of literature. The investigator gave special attention to such issues as:

- (a) Understanding educational change.
- (b) Organisational culture.
- (c) Educational change, and
- (e) The strategies for teacher empowerment.

Chapter 3: Chapter three deals with the empirical research procedures and techniques including the methods of investigation and the choice of a sample.

Chapter 4: In chapter four, contents analysis and interpretation of data.

Chapter 5: This chapter provides the summary of findings and recommendations.

1.8

CONCLUSION

In this preliminary chapter the problem of investigation was delimited and located. The key concepts were defined and discussed briefly. The method for conducting this investigation was outlined. The purpose of this study was identified. The next chapter deals with the conceptual framework and review of literature.

CHAPTER 2

2. CONCEPTUAL FRAMEWORK AND REVIEW OF LITERATURE

2.1 INTRODUCTION

The nature and scope of the problem under investigation has been highlighted in the preceding chapter. This chapter gives review of literature and conceptual framework. It deals with educational change and teacher empowerment for educational change.

2.2 UNDERSTANDING EDUCATIONAL CHANGE

2.2.1 Change as a concept

The concept of change has been defined in Section 1.3. Costa and Liebman (1997) state that change is demanded when something is perceived to be lacking or when there has been dissatisfaction with the status quo. These authors further state that change is a “journey”. This implies that change could be a process, which requires planning and preparation.

Change is people-oriented. This means that it is the people who have to undergo change in their attitudes, behaviour and the manner of doing things. It may also

mean that people are the agents of change. This would, in turn, lead to change of organisational structures and human relations. Examples of change are referred to in Section 2.4.

2.2.2 Change as a process

Change is a process which could be characterised in a number of ways. It could be planned or unplanned. It is planned when people have decided and agreed upon the proposed change. It is unplanned when it is enforced by circumstances and people are not prepared or ready for it. In the case of a school, change is and should be planned. This means that change is a matter of decision-making by role players and stakeholders, based on the needs which have been identified regarding organisational functioning, achievement and maintenance.

2.2.3 Change as multifaceted

Change may cover various aspects, such as management, staff-development and curriculum content, teaching method and teaching media. What is more, change in one aspect may result in a reaction in other related aspects. This explains why change in education raises the need for teacher empowerment.

2.2.4 Change as contextualised

Change is rooted in a particular environment because it addresses certain needs of the people in the environment. The necessity for educational change is dictated by the perceived needs of the people, which can be fulfilled by deliberate action such as empowerment, education or other measures of intervention.

2.3 CHARACTERISTICS OF PLANNED CHANGE

Weilhrich and Koontz (1993) present a number of characteristics of planned change as they could apply to education. Firstly, it aims at improving organisational effectiveness and performance over a long period of time. This is particularly true of a school or educational system. Secondly, change is an essential response to a felt need. It does not occur as a spontaneous reaction or accidental event. Thirdly, change regarding application of knowledge and use of information to initiate action as well as feedback on action taken in the organisation. Fourthly, it requires the organisation to seek professional assistance which may be found outside or inside organisation. For example, counselling psychologists, lawyers, social workers, nurses, who may work hand in hand with the principals of schools in empowering teachers for change (cf. 2.6.1.2).

Lastly, change requires a degree of power sharing which occurs between the change agents. Section 20 and 21 of the South African Schools Act, emphasises the

importance of shared-decision making when it comes to school governance. The importance of representative council of learners is further emphasised by the KwaZulu-Natal, School Education Act (No.3 of 1996) by showing how the R.C.L. should work with the school governing bodies.

2.4 ORGANISATIONAL CULTURE AND EDUCATIONAL CHANGE

Organisational culture is the way the organisation works, the peoples' own system of doing things, and general pattern of attending to work. It is an expression of the preferred mode of doing things. If change is entrenched in the school, teachers gear themselves towards doing things their way. Adoption of a certain way of doing things is a consolidated response to change. For a school this could be based on a new system or legislation such as the South African Schools Act (SASA) which introduces a system of school governance in schools; the country's Constitution (Act 108 of 1996) with its bill of rights; Employment of Educators Act in which conditions of employment are outlined and the Labour Relations Act (No.66 of 1995) which, together with the constitution promotes and facilitates collective bargaining at the workplace.

The most significant agent of change is the principal. She/he is responsible for shaping the motivation, commitment and predisposition of teachers. Musella and Leithwood (1991) maintain that the main objective of the leader (in this case the

principal) in an organisation is to develop an organisational culture which is conducive to the success of the institution.

A recent body of literature suggests that an important function of organisational culture in relation to educational change is to consolidate changes which have taken place and to make them day to day concerns, provides this literature. Organisational culture is a response to changes.

2.5 EDUCATIONAL CHANGE AND SCHOOL CULTURE

School-culture, as Sarason and Hargreaves (1991) put it, is better thought of as procedures, values and expectations that guide the people's behaviour within the school. The relevant school culture is that which reflects the vision and mission which embraces values and expectations like democracy, commitment and the spirit of enterprise advocated by White Paper for Education and Training.

The South African Schools Act has inaugurated a school culture which promotes devolution of governance, to involve learners, teachers and the parent community. Such a democratic infrastructure of school culture encourages people to have a sense of belonging, at the same time as it points to challenge for teachers to come together and discuss and identify sources of information for their empowerment. It challenges them to share whatever information they get and to ask themselves why they are there. They could identify a common goal and look around for ways and

means to achieve what they have set out to achieve. It becomes a challenge for them to seek self-growth which is essential for accountability. They are challenged to acquire an understanding of change in education. Through the school-culture that has been evolved, the school becomes an effective implementer of change. As part of the challenge, every school needs to evolve a culture which makes sense of the Constitution, the white papers on education, legislation and other policy decisions.

2.6 INDICES OF CHANGE

Change could manifest itself in a number of examples such as structural dimensions and functional dimensions of change.

2.6.1 Structural dimensions of change

One of the poignant structural dimensions of change has been the amalgamation of racially and ethnically fragmented education departments into co-ordinated national and provincial structures. The old system was divided into 19 components for administration and control, which are now reduced to one national department and 9 provincial departments. Each province is divided into regions and districts which are also responsible for administration and control of education. This change has laid foundations for elimination of structural disparities.

It could seem that certain strategies need to be adopted to enable teachers to meet challenges of change as they implement it in schools. The teachers' activities are located within the schools which form new structure.

2.6.1.1 Tiers within which the teachers' role is located

At the National level there is one minister who is a political head and one director general as the administrative head. There are nine provinces which are further divided into regions, the latter are also divided into districts and districts into circuits, which liaise directly with schools.

2.6.1.2 The schools (institutional level)

At the school level there are variations with regard to staffing. As a rule there is a principal as well as the deputy principal(s), head(s) of department(s) and teachers or educators. The school is the real centre of educational activity. That is where the focus of all these levels is. All the policies and legislations are interpreted for implementation at this level. That is where active teaching and learning take place. The main area of focus here is the learner. Shared-decision-making in the formulation of school-policies is essential, as it would accord with the South African Schools Act (Act No.84 of 1996).

The teachers are faced with challenges of implementing a changed curriculum and other educational innovations. The underlying implication is that of capacity-building for teachers to understand, initiate and implement change intelligently and effectively. However, it is the responsibility of education authorities at provincial, regional and district levels to empower the management personnel (principals) who, in turn, have to empower teachers (Tewel, 1995). This means, among other things, that the principal needs to make available to the teachers all the regulations, the educational legislations and other documents pertaining to education, including labour law (Labour Relations Act, Act No.66 of 1995). The last mentioned legislation promotes employee participation in decision-making and employee rights, also entrenched in Chapter 2 of the Constitution.

Stenhouse (1985) and Fikse (1981) advance of continuous development of teachers and their involvement in decision-making. They maintain that involving teachers in decision-making prepares them for all changes and challenges of education that may occur. Sarason (1992:4) also states:

“... Teachers must be an integral part of the decision making if changes are to be truly effective since it is up to the teachers to be the main implementers of change in our schools.”

The success of change, as Judson (1996) avers, depends entirely on whether people fully understand the implication of change and whether change has been communicated properly. Let us now consider the functional dimension of change.

2.6.2 Functional dimension of change

2.6.2.1 Democratisation of education

There has also been functional shift towards democratisation of education. The issue of democratisation in education affects governance and management at various levels. The new school-governance includes the principal, the teacher representatives, learners from the representative council of learners (RCL), the parents representatives and the community representatives (co-opted member(s)) and a member representing other workers. The governance structure has functions which are currently identified as follows:

- To develop a vision for the school;
- To put together a development plan for the school that can work
- To draw up codes of behaviour;
- To determine school curricula policies;
- To formulate goals and objectives;
- To manage assets and school funds, and
- To keep overall control of schools' finances

The teacher has a challenge to work towards achieving the school vision and has to develop subject policies, goals and objectives that adhere to the school policy. The underlying implication is that the teacher, has to be assisted to meet these challenges.

The core of democratisation of education lies in the involvement of all stakeholders in decision-making (Murgatroyd, 1992). The functions of the school governing body (SGB) may fail to succeed if the role players and stakeholders do not understand their roles. Their involvement calls for capacity building to enhance the skills for decision-making. Both the SGB's and RCL's need to undergo development as much as the teachers do. The teachers' responsibility for decision-making stretches to the classroom, and they suggests the need for empowerment.

2.6.2.2 Change relating to educational programmes

A key component in the transformation of education and training is the national ministry's commitment to Curriculum 2005; outcomes-based education (OBE) through the National Qualifications Framework (NQF). Although the outcomes-based approach in education is still largely unfamiliar in South Africa, it potentially constitutes one of the key steps towards quality education. Curriculum 2005 reflects a paradigm shift from the previous emphasis on rigid subject content to learner-centred, process-led and outcomes-based learning. It provides for a change from subject to learning areas and from traditional examinations to continuous assessment. The introduction of this instructional model calls for planned processes of in-services education.

OBE is the method used in teaching and learning process. It can be used with any curriculum in the current provision. OBE is learner-centred with emphasis on what

the learner should be able to know, to understand, to do and to become. It is the new approach which has been introduced with eight learning areas with a cross-curricular emphasis, which replaces the rigid subject categories of the past. The education system is viewed in terms of three bands making up the National Qualifications Framework namely, General Education and Training (GET), Further Education and Training (FET) and Higher Education and Training (HET). The National Qualifications Framework (NQF) is the new structure which shows how various phases in education are related. It shows that the learner goes through these levels.

The teacher needs to be empowered to understand these educational changes so that he or she can implement them effectively. The implication is that the teacher has to be exposed to on-going capacity building programmes, by way of attending relevant courses and taking initiatives for self-empowerment.

2.6.2.3 Basic education

Basic education is one of the fundamental human rights in education as it is enshrined in Section 29 of the National Constitution (Act 108 of 1996). According to the NQF, basic education is in the general education and training band which is also compulsory. This means that everyone should have access to numeracy, auracy and literacy. This imposes an obligation to the state and other role players, in the sense that is consistent with human rights.

In the light of these provisions the teacher has a challenge to work conscientiously and diligently for the learner to get tuition which is very relevant to his/her education. The teacher is further challenged to engage in discussions and debates to form policies for basic education. The right to basic education is a challenge to the state to empower teachers to understand and to become instruments of this fundamental precept.

2.6.2.4 Human rights culture

With the new establishment of the new democracy, the issue of human rights has become central to political and educational discourse. The rights and freedoms affirm the democratic values enshrined in Chapter 2 of the Constitution. Accordingly the new education legislation prohibits administration of corporal punishment to learners, to highlight one form of undermining human dignity.

The new constitution states that everyone has a right to be free from all forms of violence (12 (b)), from torture of any kind (12 (e)), not to be treated in a cruel, inhuman and degrading way. This is also emphasised in South African Schools Act Section 10 (1) and (2) where it is stated that:

“No person may administer corporal punishment at a school to a learner. Any person who contravenes subsection (1) is guilty of an offence and liable on conviction to a sentence which could be imposed for assault.”

This poses a challenge to teachers to seek alternative means of punishment, without violating the rights of a learner. This means that teachers need to be developed in ways and means of behaviour modification which do not infringe the learners' rights.

2.6.2.5 Labour Law

Negotiations as well as joint decision-making form part of change towards democratisation of education, for example, negotiations between the government and the workers' (teachers') organisations that result in mutually accepted agreements (Labour Relations Act No.55 of 1995 and HRM Circular No.51 of 1998). In the Constitution it is also provided for the relationship between the employer and the employee.

The Labour Relations Act provides for collective bargaining which is the right of the employer and the employee to assert individual interests collectively within certain legal parameters. Labour law helps teachers to be aware of their rights in the workplace. But they also need to be aware of the limitations of their rights.

It appears that teachers need to be enlightened in the labour relations, so that they will promote this culture without violating the learners' rights. They need to be empowered for handling such changes as strikes, without destabilising the culture of learning and teaching in the school.

2.7 STRATEGY OF TEACHER EMPOWERMENT

Teacher empowerment is a means by which teachers are enabled as individuals and as groups, to be effective and efficient in the execution of their duties in the school. It further explains that teachers are content and committed as change agents. Strategy is a pattern of major objectives, policies and plans which are identified to help the teachers to do the work. Then, teacher empowerment as a strategy would be a totality of initiating plans to enable teachers to achieve the short term and long term objectives of the school as willing change agents. The concepts of “strategy” and of “empowerment” were defined in Section 1.2.

2.7.1 The role of the principal

The principal, for a long time has been referred to as a manager. A manager is commonly known as a person who makes things happen through other people. His or her status has changed along with changes that occur around him or her, to become both a manager and a leader (Dublin, 1991). A leader is seen as a person who needs to be exemplary; to be informed, to be involved, committed, to show the way while checking whether people are still with him or her; to create a climate conducive to growth, and to be proactive as well as responsive to changes that occur in the school (Hopkins and Hargreaves, 1991). In his or her enabling role as manager the principal has to apply some strategies to help teachers become part of the change, some of which are recounted hereunder.

2.7.1.1 Focusing on the cultural issues of change

(i) Working on the threat of change

Entrenched problem of resistance can be expected if the problem or need for change is not properly communicated to those affected by change. They need to accept and understand change. They must know why they have to change from the old to the new ways of doing things.

(ii) Involvement in the change process

Bonding of everyone who is affected by change will create a culture of participation. This in turn will improve communication and understanding of change.

(iii) Providing opportunities for confidence building

Building confidence for those who are affected by change and expected to foster change within the school is essential. This can be achieved by bringing in other trusted professionals who will also be useful in showing how they (teachers) can bring about change. The outsider can provide very effective assistance in a focused, but limited way. Relevant education and training for those who are affected and are expected to change is important.

(iv) Providing security

Lack of security may serve as a barrier to change. All change brings with it some loss, either real or imagined. Security is the basic need. Teachers have to be provided with relevant skills and a sense of professionalism or attitude which would enable them to feel secured while implementing change.

2.7.1.2 Establish organisational culture

Organisational culture was discussed in chapter 2.4 and 2.5. The principal has a duty and responsibility to establish culture that influences teachers to work towards achieving maximum results. She or he needs to realise that communication is a means to harness staff into the process of change.

(i) Communication

Clear, meaningful, open and two way communication is the best to reach out to people and change their attitudes towards change. It is the nerve centre which holds the whole management together. The most important part of communication the principal needs to exercise – which is also self-empowering – is listening. Boveé (1993); Cawood and Gibbon (1981); Blasé and Blasé (1994) and Tewel (1994) attest to the importance of listening, saying that when teachers are listened to, they feel

trusted, they feel they are part of the school. And the principal who listens knows when and how to mobilise teachers for change.

Judson (1996) says that of all the possible communication techniques, management should make the greatest use of face to face discussions, both with individuals and with groups. This technique is the most effective method for ensuring that answers are given to those genuine concerns to the people involved. Discussions are also the most effective means for determining how much the true understanding of change is being achieved. Open and effective communication makes understanding among individuals and groups possible. Communication is about sharing thoughts, feelings and experiences (Cawood and Gibbon, 1985). It is the vital tool of an organisation without which there can be no other way of introducing educational change in the school.

(ii) Sharing information

Information is disseminated to the schools from all levels above through circulars, government policy documents and workshops. The principal should make available such documents so that teachers have access to the information they contain. But she or he also should bear in mind that teachers need to be motivated to read, through short staff-room workshops or announcements on the recent circular and their contents that may be of interest to read. Short sessions of reviewing the topics that were discussed at the principals' workshops, like involvement of representative

council of learners in decision-making process, will help the teacher to engage himself/herself in self-empowering search for information.

(iii) Promoting self-empowering behaviour

Self-empowerment is a process by which one increasingly takes charge of oneself and one's life; to have control over what happens to you. When a principal or a teacher operates in a self-empowered way, among other things he has to be able to:

- believe that he or she is open to change;
- change some aspects of his or her life and the world around him or her;
- specify some desirable outcomes and the action steps required to achieve them;
- act accordingly as to the implementation of the action plans;
- be aware of the power she or he has to assess, influence and direct action, and;
- enable others to achieve the power to take charge of their lives and influence the different arenas in their lives (Hopkins, 1981).

Underlying the concept of self-empowerment is the belief that there is always an alternative, and one can choose, as long as one has the relevant skills. Sharing of information leads to a comfortable vision-building where everybody needs to make a meaningful contribution in order to own the school-vision. This ownership is about

the teachers' positive identification with and greater responsibility for decisions, agreements, policies and programmes (Blasé and Blasé, 1994).

(iv) Vision-building

A vision is a pillar that holds people together for a common purpose. Success of any organisation lies in its vision. Where there is no vision, people go astray (Proverbs 29:18). It is a challenge to know that the vision of the school portrays the picture of a challenging future. Whitely in Murgatroyed and Morgan (1981:81) defines a school vision as,

“a vivid picture of a challenging yet desirable future state that strongly meets the needs of students and is widely seen as a significant improvement on the current state”.

A clear vision-statement will be able to motivate people, particularly those that are working within the school into working together, as a team, towards achieving a common goal (Honing, 1990).

Teachers need to be motivated to make decisions collectively as to where they want to take their school, and what type of school 'we want our institution to be'. These are the directives that will motivate them to commit themselves to making their school a better institution. The vision serves certain functions:

The first function of a vision is to inspire. Whitely (1991:28) states:

“A truly integrated and permeating vision energises people and can resurrect disgruntled, routinized, burnout employees. It provides true challenge and purpose. It makes each person feel that s/he can make a difference to the world. It becomes a rallying cry for a just cause – their cause”.

This implies that teachers need to be inspired by a vision in order to produce the work of quality. Having a vision refreshes teachers that have a 'burnout' feeling. It makes them feel that they can still make a difference.

The second function is to act as a cornerstone for decision-making. The teachers are engaged in day-to-day decision making process. It is, therefore important for a school to have a vision for teachers to align their decisions with. A vision should act as a pool of life where everybody in the school recharges his or her energies.

The third function is to enable everyone in the school to direct staff energies to a common purpose for all the stakeholders in education. The principal as a leader and as a figure representing the education department at the school level motivates and instils staff to perform work of quality to achieve equity and quality (South African Schools Act (No.84 of 1996)). Quality does not happen by chance but it is energies pooled together to pursue a vision. While engaged in a process of formulating a vision, the teachers will be urged to articulate values and beliefs that will help all role players to develop the strength to face challenges that come with change.

Watson Jnr. in Phillips (1993) endorses self-management as portrayed in the Schools Act that it enhances teachers' willingness to become committed implementors of change. Their commitment is demonstrated in their willingness to participate in decision-making process.

(v) Shared decision-making

Exclusion of teacher participation from decision-making mechanism or process, could cause or frustrate implementation of educational programmes. The principal who knows that the essence of the changed school-culture shares decision making with all the role players within a school. It is of importance that learners be involved in the activities such as policy making, planning, controlling and in other matters that promote the implementation of change in the school. The importance of involving learners is entrenched in the South African Schools Act (No. 84 of 1996) and the KwaZulu-Natal Schools Act (No.3 of 1996). This is a form of democratisation of the school, as a fundamental requirement enshrined in the Constitution of the country (Act 108 of 1996).

Democratising the school is a challenge to the principal to begin to learn to empower himself or herself so that he or she will be in a better position to empower others. She or he must let the people learn to discuss issues of interest to the school, to think, to experiment with ideas, to reach out for ideas that they wish to acquaint themselves with (Meyers, 1989).

The principal is instrumental to the drawing of the school-policy which should be drawn by the learners (RCL), the parents (SGB) and the teachers. The principal could get documents that have a bearing on the school and make them accessible. These documents include the Labour Relations Act (Act No.66 of 1995), the South African Schools Act (No.84 of 1996), the Constitution (No.108 of 1996) and the Employment of Educators Act (No.76 of 1998). These acts play a major role in helping the principal with his or her endeavour to democratise the work place. Each of these documents has certain functions:

The Labour Relations Act (LRA) sets out procedures for regulating employer and employee relationships. It aims at promoting economic development, social justice, labour peace and democracy in the workplace. The new labour law sets out the rights of employers and employees in the workplace in accordance with the Constitution. It is a challenge to the principal to know that teachers have adequate understanding to exercise their rights. The law also empowers teachers to know that their needs and their problems can be negotiated with the employer through their respective unions. Assisting teachers to know the aims and the role of the L.R.A. is a strategy to provide the security needed by the teachers to work effectively in implementing change. They will feel secure and relaxed (cf Section 2.4).

South African Schools Act (No.84 of 1996) reflects the vision of the peoples' rights to live in a democratic society which is contained in the Constitution. The strategy of involving teachers in decision-making has clear implications, that teachers should

bind themselves to honour the decisions that they make, own them, respect them and set out to achieve what they have collectively and individually decided to achieve (Goodchild, 1989) and (Blasé and Blasé, 1994). To achieve this the principal needs to provide moments of communication to motivate people to learn to read; to engage them in the process of working as teams, and to recognise their input. He or she can arrange for staff developments that will enable teachers to get information from other professionals that will motivate them to change.

2.7.1.3 Motivating teachers for change

In motivating teachers, the principal may rouse the teachers' interest to participate in a change process by creating an environment which is conducive to self-empowered behaviour. It follows that a determined principal will work on teachers' attitudes towards change through acknowledging every effort by the teacher towards recognising the school goal. The principal will empower his or her teachers even further by initiating, among other things, staff development programmes and teacher-organised initiatives.

(i) Staff development

Staff development programmes open the teachers' eyes about change, inspiring them to involve themselves in the process. The new law of the land, the Constitution, has to be discussed at length, its implications for education have to be understood. The

teachers, learners and parents, must know the importance of the Bill of Rights. What are the obligations of the state to the rights, what is the teacher obliged to do to respect the human rights in the school. The right to have access to clean water, food, health care and social security. Enlightening the teacher about the importance of abiding by the Constitution will further explain the meaning of the existence of the South African Schools Act.

(ii) Focusing on Schools Act

It would be appropriate for the principal to arrange for guided discussions on the South African Schools Act. The purpose of the Schools Act: it is meant to provide democracy in the school, to "uphold the rights of the learners, parents, educators, and to promote their acceptance of responsibility for the organisation, governance and funding of schools in partnership with the state". The school needs to give everyone an equal opportunity to develop his or her talents.

The Schools Act further stresses the importance of quality in education. Quality education can only be achieved where the school climate is conducive to learning and teaching, where there are better facilities, better trained teachers, and better methods of teaching (Dalin, 1990) and (Berrie and Scally, 1981). This is a challenge to the principal to find ways and means to empower teachers with the latest teaching methods and skills. It is also disempowering to the teacher to teach in an environment with limited or no facilities. The school governance has the need to

work on challenge, to provide the facilities in the school. The learner, in turn, will be motivated, thus use opportunities profitably and take education seriously.

(iii) The principle of partnership

Partnership means that a number of people, who have a common goal, co-operate with one another by contributing something of value (for example money, skills, expertise) to a relationship, aiming at making a profit. Partners each has a different role to play (Potgieter et al., 1997).

The state cannot do everything for the school. After all, the role player in the governance of the school knows the needs and the problems of the school which explains the purpose of democratising education. Partners in education need to give necessary assistance to see to the achievement of education goals.

Among the responsibilities of the school governance is to formulate the code of conduct for both learners and teachers. The parents' participation as stakeholders in the running of the school implies that they promote the well being of the school, as Fullan and Hargreaves, 1992, agree with the South African Schools Act in this regard.

In turn, the state as an employer, and the parents as both stakeholders and clients, expect the teacher to deliver: and not only to deliver, but to deliver goods as

required by the employer as state the clients as the parents, the learners and society. It is therefore a challenge to the principal to organise workshops, or capacity-building sessions and discussions on change; to avail policy documents to the teachers; encourage inter- and intra- school teaching and observation of teaching activities, as well as to build empowering relationships with professionals of other spheres.

2.7.1.4 Building empowering partnership

Relationship or partnership with professionals of other fields is one of the effective strategies to assist teachers to deal with challenges they are faced with. People need to be educated about change. The burning issue of corporal punishment could be used as an example hereunder.

(i) Psychological insights

Researchers argue that corporal punishment should be abolished because of its negative psychological effects. Hlatshwayo (1992) and Macroff (1988) argue that corporal punishment should be abolished as its effects are educational impairment which may result in deviant behaviours like aggressiveness; violence or other anti-social conditions.

(ii) Social workers' inputs

The children with behavioural problems contribute to the establishment of a *disempowering climate*. Therefore a social worker, on identifying the cause of such behaviour, enables the teachers to understand the child's problem. That way, the teacher may find it worthwhile to resort to other means of helping the child instead of berating him or her. The social worker may assume the responsibility for establishing the source of the child's problems and further fulfil the role of problem-solver (Rocher, 1977).

(iii) Legal implications

The legal practitioners have a legal approach to the use of corporal punishment. Dlamini (1995) argues on the basis of the Constitution, that the use of corporal punishment is an act of violating human rights.

An organised workshop, bringing these professionals together to address teachers would be one good strategy to develop teachers. Together, they can come up with solutions or modes of discipline that teachers can resort to. Teachers may even be inspired to find more information on alternative measures to instil discipline.

2.7.1.5 Teachers' organised response

Teachers may not assume self-empowered behaviour without the principal's efforts to motivate them. Self-empowerment is a process by which one increasingly takes greater charge of oneself and one's life (Gore, 1985). This was discussed in Section 2.7.1.2. In order for teachers to acquire self-empowered behaviour, the following criteria can help to guide them:

(i) Goal-setting

A teacher needs to set his or her goals that are achievable and then commit himself or herself into achieving them. The school-policy can act as a guide to formulation of educational goals, but cannot guarantee that all teachers will work towards achievement of the school vision. The principal needs to communicate the importance of pursuing the school vision and quest for excellence, achievable by committing oneself to one's own goals based on personal value system (Kirby and Blase, 1992). The self-directing behaviour will enhance the teachers' classroom management skills and control.

(ii) Acceptable fundamental values of self-management

The teacher specialises in the implementation of the curriculum through understanding and interpreting the syllabus. He or she is required to draw the

scheme of work which he or she categorises into daily work and time allocated for each period. He or she is in total control of his or her class and is thus expected to manage it accordingly. He or she needs to be in a position to accept responsibility and accountability. He or she needs to be skilled as to the art of directing self-activity in his or her class. He or she should earn trust, love and reliability. He or she has to be able to acknowledge progress and achievements, identify talent and improve it, inculcate the love of work and evoke the sense of self-discipline among learners in his or her class.

He or she may not be able to achieve this without the principal's guidance. The principal himself or herself has to be self-empowered. His or her behaviour needs to embrace acceptable fundamental values of self-management. It follows that she or he has to acquire an ability to help others to achieve more power over their own lives (Garmstone, 1988; Evans, 1990; Daveton, 1991).

(iii) Self-concept

Self-concept, the way one views oneself, has in itself the power to empower self and others. The managers and teachers as leaders need to have a positive self-concept. A leader who has negative self-concept becomes a barrier to educational change because he or she will fail to see the need for professional growth which is a pre-condition for professional accomplishment.

Effective principals and teachers who are positive about themselves adapt to change easily and seek enriching experiences for themselves and others. It is, therefore, essential for the principal to create positive self-concept among his or her teachers. Cawood and Gibbon (1985:127) opine: "It is a function of a leader to create a positive self-concept within a group and in individual group members". This poses a challenge to the principal to encourage teachers to take initiative for self-empowerment.

The principal has to work towards helping teachers to understand the dynamic nature of their task and to see learning as a creative and developmental process both for learners and teachers. He or she has to help teachers to learn more, make better relationships, become assertive, to try new things and become less defensive and suspicious. Hopson and Scally (1981:93) have the following to say:

"If principals can manage to produce school environments that register positively the value and importance of every individual, where praise and positive recognition exclude blame and negative criticism, and where we find various ways of letting individual achieve success, we will create learning climates in which people will want to spend their time".

Teachers and learners will hence be motivated to strive for the achievement of the school vision.

While applying strategies to empower his or her teachers the principal does encounter problems which become barriers or impediments to the change process. He or she also needs to find ways and means to overcome them.

2.7.1.6 Barriers to teacher empowerment

(i) Organisational limitations

The school may have inadequate or inappropriate resources to assist the principal in his or her effort to empower teachers. The managers above him or her may, for any reason fail to help him or her with the assistance he or she needs. The lack of support may demotivate and disempower the principal. In turn, he or she will fail to empower the teachers.

(ii) Communication breakdown

Transparency in communication should characterise effective interactions and strengthen relationships. Teachers who know and understand what they ought to do in the school find the vigour to be useful. Acceptance and rejection of change depends on how it is communicated to the people (Likert, 1961). The information that does not flow freely across the organisation is the worst impediment to effective teacher empowerment. Some principals withhold the information because they fear their power may be usurped.

(iii) Principals' fear of losing power

Some principals may be fearful of advocating shared decision making, anticipating that he or she may be perceived as a weak leader that is unable to take decisions on his or her own. The inclusion of learners (RCL) in decision-making process may be interpreted as decline in power and authority. By succumbing to that fear, he or she is denying people their constitutional rights of democratising their institution.

(iv) Lack of empowerment on the part of the principal

The principal himself/herself may lack empowerment. This means that he or she needs to be empowered in order to be able to empower others (Blasé and Blasé, 1993).

(v) Lack of access to other services

Some schools are situated in rural areas, where principals find it hard to have access to other services such as welfare, health, aids awareness service agencies and prospective sponsors for financial assistance, to run workshops. This is a barrier not only to teacher empowerment, but also to learning and development.

(vi) **Problem of attitudes**

The teachers may accept the ideas which are sold to them by the principal, through the staff development workshops, reading some documents pertaining to change and so on. They may appear to be very busy with 'other' things, giving limp reasons for not attending a workshop, not contributing to decision-making talks or not showing interest in what is going on in the school.

The onus is on the principal to overcome these barriers in order to facilitate empowerment for change in the school. As a leader, he or she has to strive to create conditions in which the role players involved in the service can share a vision of what has to be done. The principal is challenged to create opportunities for all role players to work together towards a common goal (Whitaker, 1993). Of importance to note is that the principal himself or herself should free himself or herself from becoming a barrier by learning the art of personal growth or self-empowerment by finding support from his or her peers, work as teams and reach out for empowerment from other sources. Then he or she will be in a position to empower others.

2.8 **CONCLUSION**

Teachers need to understand educational change in order to commit themselves to becoming effective change agents. In order to achieve that, principals have to involve teachers in decision-making, an endeavour that would empower teachers to

willingly take upon their duty as agents of change. In this connection Goodchild (1989:137) writes:

"In deciding where we should go we have to transfer ownership of the direction by involving everyone in the decision. Making it happen means involving the hearts and the minds of those who have to execute and deliver. It cannot be said often enough that these are not the people at the top of the organisation, but those at the bottom".

Teachers themselves need to understand the responsibility to assume self-empowered behaviour by realising that change is inevitable and by reaching out for information. Involvement of the teachers in decision-making and other processes relating to education would, as Murgatroyd and Morgan (1992) put it, eliminate barriers that would hinder progress in educational change.

CHAPTER THREE

EMPIRICAL RESEARCH PROCEDURES AND TECHNIQUES

3.1 INTRODUCTION

This chapter follows on chapter 2 which deals with the conceptual framework and review of literature. This chapter focuses on the methods used in the collection of data and characterisation of research instruments.

The fieldwork undertaken involved the use of interviews for collecting data. The nature of the study also warranted the use of observational method. The observational method enabled the investigator to assume the role of both active participant and a privileged observer (Wiersma and Gay, 1987).

3.2 AIMS OF THE STUDY RESTATED

This study looks into empowerment of teachers as a strategy for change in education. It aimed at finding out ways and means by which teachers can be empowered. Recommendations are made with regard to teacher empowerment. The main aims of the study were:

- * to determine empowerment needs of serving teachers in relation to change in education;
- * to establish modes of empowering teachers for their important role as participants in, and agents of, educational change;
- * to provide a set of recommendations with regard to teacher empowerment as a strategy for educational change.

The conceptual framework and review of literature has, however, laid foundation for exploring the problem further through the use of data collecting instruments described in this chapter. Through the use of observation schedule and interview schedule, questions were asked in order to determine empowerment needs of serving teachers and the means to empower them.

3.3 SELECTION AND DESCRIPTION OF DATA COLLECTING INSTRUMENT

3.3.1 Descriptive method: observation

The basic research design for this study is survey. In this survey, use of observation and interview was made, as Wiersma (1995:13) and Gay

(1987:209) point out that the study followed a natural paradigm. It aimed at collecting data by probing into how people think and behave.

Observation was one of the data collecting techniques. Observation method was used in this study in order to understand the teachers' "perceptions of change and reacting" with regard to educational change (Wiersma, 1995:261).

Observation of the process of teaching and learning had been taking place for three years. This process has focussed on changes in education and the way those changes have impacted on the people - whether they reject or accept changes. The process of observation, however, has its shortcomings as well. Firestone and Lemmer (1992) point out that in qualitative or ethnographic research, a non-participant observer's role is limited and he or she does not take part in all the activities of study. A privileged and participant observer, according to Walcott (1988) assumes the role of a participant and has access to activities, some of which belong to the role of the observer. Observation activity is time-consuming, as the phenomenon has to be studied and observed in its natural setting.

3.3.1.1 Construction of observation schedule

The teachers and principals were observed in their daily activities such as in the staff-room, at meetings and workshops, as part of data collection for teacher-empowerment. The purpose of observation was to get to the meaning of educational change. It was to probe into teachers' understanding of the meaning of educational change and how teachers respond to change, and what their expectations are and what could be done to assist them to become effective as agents of change.

It is this process, as an initial reference point that a qualitative analysis of this research was developed. This probing has been done by means of specific questions for field notes and the recording of selected episodes. Carroll (1986:6) regards observation as having "practical advantages in that it allows data to be collected on a substantial scale" and that it makes research results cumulative and replicable. In this study, observation was planned to collect information from both teachers and principals while in their work environment.

Various authors like Burgess (1995), Carroll (1986) and Walcott (1988) divide observation research into two approaches, namely, systematic observation and ethnographic or qualitative observational technique. The former is the process in which an observer devises a system or set of rules

for recording and classifying the events. The results of such observations are normally reported in numerical and quantitative terms as percentages and averages. The distinctive feature of systematic observation is that the observer is outside the situation which is observed. The alternative is that in which the observer (often called a participant observer) attempts to arrive at an understanding of the meaning of social relations and social processes in the setting for the subject being observed. In other words this approach is more of a qualitative nature.

The purpose of observation was stated in Section 3.3.1 above. The areas of observation were therefore outlined as follows; inauguration of democratic rule; indices of change; teacher empowerment and other aspects that had to be observed to substantiate the areas of discussion that have been mentioned. These areas are also covered by the interview schedule, in a slightly different approach.

3.3.1.2 The target population and sampling for observation

Four post primary schools were selected as setting for observation. The criteria for selection was as follows:

NAME OF SCHOOL	SITUATION
School A	Peri-urban school close to the township, \pm 10 km from the neighbouring township
School B	Urban school in the township
School C	Urban, comprehensive high school
School D	Rural - combined secondary school \pm 30 km from township

These schools were selected purposively because they are not very far apart and were accessible, to cut down on travelling cost. Moreover, the investigator is known to these schools. The schools also varied in their structure, status, resources, curriculum and staffing, all being the factors that affect the process of change. The schools were labelled School A, B, C, D in order to identify them easily when coding the field notes during observation.

In the section that deals with the analysis and interpretation of data (chapter 4) these schools are referred to as school A, B, C and D. The use of letters was meant to reveal their peculiar characteristics as they are each unique, as well as to protect their identity in this study. In each school, the investigator had to observe:

- (i) The items in the agenda of the staff-meetings, the spirit and the degree of participation.

- (ii) How teachers react to issues that challenge them to change their attitudes and general outlook to the new dispensation of the democratised education: issues like involvement in decision-making, and challenges brought about by Section 10 and 28(d) the Constitution (cf Act 108 of 1996).
- (iii) The degree of involvement of school-structures like Representative Council of Learners (RCL) and School Governing Body (SGB) in decision-making.
- (iv) Measures principals take of empower teachers and to motivate them to engage in self-empowered behaviour.
- (v) The degree of accessibility to information – such as the provisions of the Constitution, like the Labour Relations Act, the South African Schools Act, the Employment of Educators Act and departmental circulars.
- (vi) Reading material on new curriculum model and teaching approaches.

As indicated earlier, purposive sampling was used in this study. Purposive sampling, as Burgess (1985) states, is aimed at getting information from people who know more about issues central to the purpose of investigation.

3.3.2 Descriptive method: interview

3.3.2.1 Construction of interview schedule

The interview schedule had questions centred on issues like changes and challenges brought about by legislations such as the South African Schools Act, Labour Relations Act; the Constitution and Acts; and other policy documents on education; the role of the principal as a facilitator of change to empower teachers; the implications of change; how teachers can empower themselves, and what can be done to empower teachers (see appendix B).

Interview schedules, one for teachers and one for principals, were constructed with a list of questions as listed above. Gay (1987:203) regards an interview schedule as indicating "what questions are to be asked, in what order, and what additional probing and prompting is permitted." Therefore, the questions selected for the interview schedule were aimed at guiding the respondents towards the problem of the study.

The interview schedules that were used in this study were semi-structured (that means there could have been yes/no answers open-ended probes). That means that the items are open-ended, allowing the interviewer to elaborate on the answer, giving reasons, and expressing opinions and feelings (Kathwoll, 1993). The interview schedule for teachers was slightly

different from that of principals. The instrument was divided into sections to cover the same area as the observation.

3.3.2.2 The target population and sampling for interviews

Interviews were conducted on four teachers and four principals from different schools that were mentioned in Section 3.3.2. Purposive selection was used, and these respondents were regarded as key informants. Walcott (1988:195) defines key informant as an individual "in whom one invests a disproportionate amount of time because that individual appears to be particularly well informed, articulate, approachable or available" and resourced.

3.3.3 Administration of data collection instrument

3.3.3.1 Observation

The observation process is present, continuing and total. In this respect the investigator encountered a number of problems. First, she had to observe and record simultaneously. As a participant observer, one had to collect data while facilitating a workshop, teaching or chairing a meeting. This had an effect on attention. Wiersma (1995:261) points out that "the observer's participation even limits his/her mobility ..." However such limitations can

be overcome by writing information soon after observation has been made, to avoid losing it.

3.3.3.2 Interviews

In addition to the use of observation method, the investigator conducted in-depth interviews. The interviews presented no problems. She invited each of the eight respondents - four teachers and four principals. They were given interview schedules to browse at them before the actual date of the interview.

Arrangements were made with each respondent for the use of the tape-recorder. Although the procedure of interviewing was time-consuming, it was extremely rewarding as interviews are more focused and face to face encounters. This enabled the interviewer to collect and interpret data while observing the interviewee's gestures, nuances and tone in their responses. The respondents were at ease and they expressed their opinions freely.

3.4 CONCLUSION

The investigator did not encounter problems with the access to schools because she is known to schools and the principals of three schools were willing to part with as much information as they could. All eight key informants did not have a problem with the use of the tape-recorder,

although one teacher (respondent) insisted that the investigator should not reveal his/her identity.

CHAPTER FOUR

4. ANALYSIS AND INTERPRETATION OF DATA

4.1 INTRODUCTION

Chapter 3 focussed on the methods used in the collection of data, characterisation of research instruments and criteria for selection of schools and respondents for observation and interviews. In this chapter the investigator looks at the data collected by means of observation and interviews. The data was collected by means of an observation schedule where the investigator assumed the role of a participant observer. The semi-structured observation schedule was used where themes of observations were outlined. As indicated in the foregoing chapter, the interview schedule was used on both teachers and principals chosen through purposive sampling.

4.2 REPORT ON OBSERVATION SCHEDULE

The schools that were observed are discussed together, without comparing because they are each unique and have peculiar characteristics. Each school is labelled separately, as School A, B, C or D. Observation on issues discussed at the workshop are discussed separately.

4.2.1

School profiles

The purpose of this section is to provide a broad overview of the context of each of the four schools, which were included in the observation process. It was felt to be important because it has to do with the empowerment needs of the teachers by exploring change. The environment, resources, ethos of the school and selection of educators are discussed in relation to the two main themes of the study, namely, empowerment and change.

4.2.1.1

Environment

School A is situated on the outskirts of the Esikhawini township. There is nothing appealing about the school as it is built of pre-fabricated material. The houses around the school are well-built and well-cared for. It shows that the residents are people that care for progress. The school itself is clean. It looks like an environment that is conducive to empowerment and change. Schools B and C are both situated inside the township. It is a typical township community combining the poor, literate, illiterate, rich, working class, unemployed and hundreds of youth that are either drop-outs or school-going or finishing high school education or are just doing nothing. It is not clear whether people are prepared to embrace innovations and change in this environment. The environment is

populated by the disgruntled youth that have lost hope of the future. The parents seemed too busy to know what is going on around them. The environment of these two schools made the observer anxious as to whether people inside these schools are willing to contribute to change. School D is different. It is located in a rural area, a distance from the township. It is a combined secondary school. One sees poverty around, although the school was first built by the parents and later the department added 12 classrooms built of face-brick. The school is clean, with flower gardens that are nurtured properly. It is very quiet around the school, people move around, among them mostly old women, carrying hoes to common vegetable gardens on the banks of the river. Real life is seen early in the morning when children go to school and in the afternoon when they return home. They all come to this school. The school community does not seem happy. Maybe it is because they commute a distance from school and because there is no accommodation around the school. This has an effect on the school progress because people are always on the rush.

4.2.1.2 Resources

There are indications of the need for empowerment in all four schools that were observed. Schools B and C that are located in the township are adequately equipped with physical resources. But one of them, School C, was still under-staffed. School A, like School D was inadequately

provided with resources including teachers. School D differs from School A in that it has a well-built school structure as well as workshops for technical subjects, a laboratory and a library.

It was noted that some principals used the available resources to facilitate the acceptance of change and innovations in education for example in School C, an extra classroom was used as an office for the R.C.L. where it met twice a week. It was also used as a boardroom where meetings and workshops were held. It should be clear though that some principals are beginning to recognise the need for change and that they use inadequate resources to stimulate the need for creative teaching among teachers. That the staff effort is driven towards common goal was revealed when the principal for School A urged teachers to improve and to use anything available to enhance their lessons. In some schools, that are inadequately provided with resources, like School D, teachers find themselves so depressed that they behave in a way that shows lack of readiness for change. It was revealed in Section 4.2.1.1 that teachers in School D only come to work and thereafter leave after school. Teachers do not give themselves time to discuss matters of national interest. They do not take the opportunity to identify themselves with the school. Their commitment is influenced by the distance they travel. They do not have time to commit themselves to the work at school. This indicates the need for empowerment for both the principals and teachers.

4.2.1.3

Ethos of the schools

The term “ethos” in this study is used to mean preferred practices, focus of decisions and preferred organisational style. A related concept of organisational culture refers to what people find themselves doing or conforming to doing (cf 2.4). The ethos of the schools shows whether teachers are willing to embrace innovations and change initiatives or they are not at all aware of the challenges and implications of change.

Order is one’s first impression in School A, as the day starts at 7h30 with every teacher attending the meeting. The teachers discuss issues of progress freely without being intimidated by the presence of the principal. It was clear that democracy was prevailing in the school. An H.O.D. had asked the teachers to submit their lists of class rules. One teacher, who was not ready with the submission said that the leader of the class – a member of the R.C.L. had not submitted because the class was still busy discussing the penalties. The board carrying the mission statement is hung in the staff room. The circulars are discussed and copies are hung next to the composite time-table in the staff room, and signed. The indications are that this is a busy school with a well-defined purpose. For learning and teaching, team-teaching and the learner-centred approach are used, which means that every one including learners is involved. Corporal punishment is still used, which shows the need to empower the principal and teachers

to further explore the Constitution and the SASA in as far as human rights culture is concerned. They can further be helped to devise in alternative means of behaviour modification.

Schools B and C have many things in common, like the environment and resources. Their discussions were centred on issues outside the school – films, fashions or sport. This showed that there was little effort made by the principal to empower teachers to discuss change.

The principal in School B worked closely with the school management team (SMT) and the school governing body (SGB). The school did have the code of conduct for learners but not for teachers. It was not observed as to what extent the learners adhered to the code of conduct. There was no evidence of the existence of the representative council of learners (RCL) in School C. In School B, the RCL was in existence but they did not seem to have been democratically elected, because they were labelled 'couriers' by learners. In both schools corporal punishment was not used at all, although teachers found it easy to use degrading language which undermines the human rights culture. Such behaviour shows that there is a need to empower teachers towards changes such as the inauguration of human rights culture in the schools.

In School D, teachers gather in the staff-room only if there is a staff meeting. Although their discussions are centred around work, they hardly seem to be aware of changes that happen around them. In contrast, their behaviour towards outcomes based education (OBE) showed understanding and acceptance of this particular change. The use of pupil-centred approach and continuous assessment were evidence of such behaviour and attitude. This could easily be attributed to their sharing the staff-room, common transport to and from school, and sharing of resources with teachers of a primary school section. The principal did not seem to have any influence, as he appeared not to be very keen to get out of the office. The inference is that poor communication between him and his staff formed a barrier to change initiation in the school.

Observation of the ethos of schools revealed that change is understood in different ways in different schools. This calls for teacher empowerment as a strategy for change, so that all teachers will understand change the same way and thus become effective agents of change.

4.3

CHANGE AND CHANGE FACILITATION

This part of investigation covers a number of factors which have to do with facilitating change. The observation was made in four schools and

focused on parents, learners, governing bodies, teachers and a number of activities which were observed.

4.3.1 Participation of learners in school governance

According to the South African Schools Act (Act No 84 of 1996), each secondary school is empowered to have a representative council of learners which is democratically elected. The investigator observed four schools which formed the target of the study, and spent two days in each school. Three of the schools, namely, Schools A, B and C have the representative council of learners. This suggests that some schools have complied with the requirements for democratic governance. The democratic governance aims at giving power to the learners to have a share in the decision-making process. This points to the need for the teachers to be assisted in creating a climate of co-operation and understanding.

In School A, the representative council of learners was seen to be visible as it has representatives on the governing body meeting and participates in decision-making on behalf of learners. This made it possible for the learners' views to be heard and considered. The representative council of learners held their meetings in the classroom due to the shortage of facilities. There was evidence that learners were also involved in

formulating rules and in making decisions. This was observed as the representative council of learners conducted a needs analysis so that a decision should be reached on what should be sold in the tuck-shop.

In School D, there was no evidence of the existence of the representative council of learners. The inference is that there was no promotion of the learner decision making on the part of the principal. The tenets for learner participation in school governance in this school were ignored or rejected or perhaps resisted. During conversations among teachers, the observer learnt that they believed that learner participation in school governance invades traditional authority of the teacher. A similar negative attitude was noted in School B. Here, a teacher was asked about participation of learners in decision-making. The response confirmed that their representative council of learners was rejected in school governance as teachers believed it invades the traditional authority of the teacher.

Schools B and C do have the representative council of learners. During the time of observation, the representative council of learners did not seem to be actively involved in any decision-making process. The observer had to find out their activities by asking the teacher in School B whether the representative council of learners plays any role in the school. The response was a shrug, and explanation that learners intimidate one another and that, as a result, they hardly do anything. In School C, the members of

the representative council of learners that were visible were the president and the deputy president, who happened to discuss a trip with the sports organiser.

4.3.2 **School Policy**

School A had a school policy that is based on the guidelines provided by the KwaZulu-Natal Education Act. The school policy included the code of conduct for learners and educators.

The learners' code of conduct highlighted the offences that are punishable by suspension or expulsion, such as use of drugs or intoxicating drinks and violation human rights, like use of vulgar language, insolence, fighting, bullying, possession of arms, theft and destruction of school property. There were other offences like absenteeism, late coming, lack of cleanliness, late submission of homework and others which were dealt with by teachers at school.

The teachers' code of conduct entails punctuality both at school and in class, dress code, language – how they speak with learners and with one another - love of work and more. The school policy acted as a magnet that attracted both teachers and learners together to a common

understanding of what is expected of each of them. Teachers are thus empowered to bring change as they work in a conducive climate.

In School D, there was no school policy. When asked as to how learners respond to the code of conduct, the principal reported that they had not formulated a school policy yet. Lack of discipline among learners may easily be attributed to that.

School B did have a few papers on which rules were tabulated pinned on the soft-board in the staff-room. They called it a school policy. In School C, there was no school policy and the teachers appeared to have no clue as to what exactly the school policy is. This was evident when a question was asked pertaining to the code of conduct for learners. Nobody responded and teachers started to enquire about that.

4.3.3 **Democratisation of school governance**

Democratisation of governance refers to sharing of authority among members of the institution. The South African Schools Act and the Republic of South African Constitution emphasise democracy in the school as a challenge to the change agent role of teachers.

In School A, change was noted as there were various committees that were established to carry out certain functions and take decisions. There were committees that were comprised of two teachers, two learners and a parent. There were committees such as Entertainment Committee, Sports Committee, Fund-raising Committee and others. Team work was observed as the members worked together preparing for a visiting school. A list of committees was pinned on the bulletin board. Other committees were Budget Committee, HIV/AIDS Committee, Communication Committee. All these committees comprised learners, teachers and parents. Such a democratic approach to education seems to empower teachers as they work within a climate which is conducive to change.

School B was similar to School C, as there were no committees visible. But it was assumed that they did have such committees as teachers kept referring to them (for example sports committee) as they spoke. Therefore, it was not easy to note from the committee's constitution whether democratisation was practised or not. The questions to get some answers to that effect, did not yield answers.

In School D, some committees were seen at work, but parents were not involved. Parents were not part of the committees; the committees were composed of teachers and learners only.

4.3.4 Indices of change

A number of indices of change were observed in the course of this study. Among them were Curriculum 2005, human rights culture, union activities, abolishment of corporal punishment and gender equity.

4.3.4.1 Curriculum change

Curriculum 2005 had not been introduced fully in secondary schools. The grades in which the new curriculum model has been introduced are grades 4 and 7 in the primary schools. The only secondary schools that had this curriculum were pilot schools for grade 8. The schools under investigation were not pilot schools. They did have revised curricula in some subjects, as they used the interim syllabi. But in some subjects they had the old syllabi.

4.3.4.2 Promotion of Human Rights Culture as part of Institutional Culture

In School A, it was evident that respect of human rights culture was the culture of the school. Learners did not use foul language to another and teachers as well did not humiliate learners by punishing them or talking to them in a degrading manner. The human rights were even further promoted by making learners aware of their rights through written

information on posters. One of the posters was an attractive and colourful poster entitled “Know Your Rights – Respect the Rights of Others” and on it were addresses and helpline numbers. This showed that there were steps taken to instill in every role player respect for one another’s rights at school. The challenge is to build the human rights culture in the daily interaction with learners.

In School C, although tolerance was noted, learners still used some offensive words and teachers did not do anything about it. Teachers were seen using corporal punishment. Learners were made to stand on one foot and they were also scolded in public. This degrading treatment was the evidence of disrespect for human rights in the school. When one teacher was asked why they still use corporal punishment, the response was that there was no other way of disciplining learners and that teachers have to protect their own dignity. This response showed that there was a need for the principal to empower teachers on alternative ways to discipline in order to effect such attitudinal changes as provided for in the Bill of Rights.

There was very little evidence of promotion of the human rights culture in School B. Learners were given corporal punishment and they used foul language to one another. Teachers used the language that undermines the dignity of the learners. They would bring the learner into the staff-room to

scold him or her, other teachers would laugh and some would join in. This showed that there is no promotion of respect; learners were subject to degrading treatment and all this was evidence of disrespect of human rights culture. It should be clear that there is a need for attitudinal change for teachers and principals. The investigator made a casual reference to this act as she spoke with the principal. He simply ignored the reference, hence the inference that he was doing very little to empower his teachers to embrace changes in education.

A similar behaviour was noted in School D. The teachers still used corporal punishment and that is contrary to the bill of rights. The principal condoned it as he was also observed doing it. This observation made it evident that both principals and teachers need to be assisted with skills to devise alternative and non-traumatising means of behaviour change to instil and enhance the dignity and self-worth of the learner.

4.3.4.3 Abolition of corporal punishment

Again it was observed schools found it hard to abolish corporal punishment completely. That is attributed to the lack of alternative means to corporal punishment, as this assertion was a general response to the question on why corporal punishment was still used.

In School A, corporal punishment was found to be in use. It was restricted to two strokes on the palm of the hand. Although there were such restrictions, it showed that the provisions of Section 10 of South African Schools Act were ignored.

In School B, corporal punishment was used freely and teachers did not seem to have a second thought about it. They discussed among themselves that until alternative means are brought forth, they would not abandon the stick.

The situation was slightly different with School C where teachers were reluctant to use the stick, but were moaning about it in their occasional statements, complaining that learners have been given too much right.

Corporal punishment was used in School D and there was no talk of ever abolishing it. Teachers would express their negative feeling about abolition through casual statements. They even protested that the media is perpetuating lack of discipline in school by making people aware that corporal punishment must not be used. This shows the need to empower teachers for change in education.

4.3.4.4

Union activities and position of management

A school that is determined to acquire innovation skills requires a type of relationship with the trade unions that address issues beyond those of wages, hours of work, packages, redeployment, working conditions etc. The observation focused on relationships forged by the school management with the unions which strive for planned change and encourage increased teacher involvement. The understanding is that such relationships would result in individual growth that yields readiness for change.

In School A, two rosters were observed on the soft board in the staff-room, for the two different unions, bearing dates, times, venues and names of people that were going to attend development workshops facilitated by union representatives. The rosters had been endorsed by the principal as her signature and school stamp were visible. The teachers' conversation in the staff room centred on new developments like quality assurance and the developmental appraisal system (DAS). One teacher was observed busy preparing himself to facilitate a union workshop on developmental appraisal for schools. The principal helped him with the duplication of hand-outs and other material. Other teachers also gave a hand. It was noted that teachers in this school were affiliates of two different unions which both seem to have interest in facilitating change programmes.

There was evidence of co-operation and a good spirit, as the investigator witnessed members working and talking positively about programmes initiated by the unions.

The Union representative in School B was seen negotiating with the principal for time-off for two teachers to attend a workshop which had been initiated by the Union on continuous assessment. This was to happen during teaching hours. He did not give his consent. The principal's reluctance to allow teachers to attend developmental workshops initiated by the Unions made the investigator assume that there was lack of co-operation, and that although teachers were affiliates of two unions, they were not working together harmoniously. The investigator further tried to find the reasons for the principal's refusal or resistance, but to no avail. No one was willing to give an answer to that concern.

In School C, like in School A, teachers were at liberty to attend to union issues that focus on teacher involvement in facilitating changes in education. The principal in School C worked hand in hand with the union representatives to identify teachers that would attend union-initiated developmental workshops on quality assurance, developmental appraisal system and continuous assessment. Those teachers were expected to come back and cascade the information to other teachers by way of discussions and in-house developmental workshops. The teachers were then given

time-off and they were also assisted with money for transport from the school fund. This showed involvement of the school governing body in empowering teachers for change.

The principal of School D was not even aware of the developmental workshops that were happening around. There were no union representatives in this school. When the observer asked to talk with the union representative, the general response in the staff-room was that there was no need for the union representative, because they were not welcome in the school. This made it difficult to find out whether teachers affiliated to one or more than one union. The principal and the whole management team would not “hear” of the interference of the union in school matters. The principal seemed to have a negative attitude towards union activities. This was a case of disregard for the labour relations culture and human rights in general.

4.3.4.5 Gender insensitivity or sensitivity and equitable measures

In School A, distribution of duties and gender representation in both school management team, representative council of learners and the school governing bodies were in accordance with democratic expectations and gender equity. The school management team is constituted of both the males and the females. They were positive about gender equity. They

were over-heard recounting their experiences on interviews, as some of them, males and females had contested for similar promotion posts. They shared the same sentiment that positions should be given to deserving persons, irrespective of gender. They seemed to be familiar with the gender equity act.

The opposite was noted in School D where gender representation was disregarded. The school management team and school governing body were composed of males. It could be that females had not availed themselves of the positions, or that they had not been selected. The parents may have voted for males only when electing the school governing body.

In School B, the observer did not get an opportunity to observe representation and duty allocation of the school governing body. She noted, though, that both president and the deputy president of the representative council of learners were males which may not indicate the lack of sensitivity to gender equity act. It was noted that School C was similar to School B. The attitudes were not indicative of resistance or rejection of equity measures and therefore it was assumed that this was just a result of ignorance of policy documents. It could further imply that the process of nomination, acceptance of nomination and elections led to what appears as insensitivity to equity measures.

4.3.4.6

Response to policy documents

The policy documents were in one big file in School A. The file was kept in the office of the principal. The latter had indicated this. The investigator asked to have a look at the documents. In the file there were documents like the Constitution, the Labour Relations Act, the South African Schools Act, KwaZulu-Natal Education Act, the Employment of Educators Act and the Conditions of Employment Act. It was evident that teachers were familiar with the file because inside the file there was one page with columns which reflected the name of the borrower and the dates for taking the document out and of bringing it back. This implied that the principal made these documents available to the teachers. It was noted that the principal further made time available for teacher to discuss and share information on these documents, as there was a roster for discussions on the softboard. The teachers themselves seemed concerned as a group of teachers argued about the procedure followed when drawing the constitution for the representative council of learners.

The teachers' positive attitude towards some of the documents mentioned above showed that they are informed. The assumption was affirmed by the presence of the school policy, the code of conduct for both learners and teachers, the school governing body, the representative council of learners and various committees. Some teachers still used corporal

punishment. One teacher confirmed that they were quite aware of the changes and the implications of using the stick, but they did not have alternative means.

In School B, there were gossips about policy documents, people expressing concerns and dissatisfaction about issues such as the role of the school governing body and the abolishment of corporal punishment. It showed that some teachers were aware of the contents of the South African Schools Act. The documents were kept in the principal's office, like in School A. The difference was that the file was not available to the teachers in "fear of policy documents getting lost," as the principal claimed. There was no evidence of empowerment of teachers towards positive understanding of the policy documents, as there was no sign or mention of formal discussions. No teacher had ever attended any developmental workshop within the school, nor had ever been any discussion, as one teacher responded to a casual question. A similar observation was made on gender equity.

A similar behaviour pattern to School A was observed in School C. Their discussion of the documents was made formal in the sense that every teacher had to read a section that would be discussed, as he or she led the discussion once in a week. The observer was not privileged to be present on any of the discussion session, but was only informed by the deputy

principal. This was made evident by the teacher who sat at the corner in the staff-room, reading a document on continuous assessment. The investigator then started a discussion which eventually made teachers show their negative attitude towards the practice. They felt that these formal discussions should be facilitated by more knowledgeable people like subject-advisors. But it did show that they were partly familiar with policy documents. This implies the need for teacher empowerment as a strategy for educational change.

4.3.4.7 Equitable distribution of resources

The observation focused on equitable distribution of human resources. Clearly, the process of restructuring education through equitable distribution of resources was not understood. This was clear when in School B, which was over-staffed, the principal together with his teachers had to declare teachers in excess. All teachers felt threatened and there was disharmony in the school. Those that were found to be in excess believed that they were discriminated against. Their behaviour and attitude towards rationalisation and redeployment showed that they were not aware of its implications.

4.3.4.8

Accessing information and using opportunities to bring about changes

It was evident in School A that information was accessible as teachers were well-informed as compared to teachers in Schools B, C and D. That came out when the teachers in this school discussed issues pertaining to means to alternative measures of control. Their discussions would also centre on the South African Schools Act, the Labour Relations Act and other police documents that marked change. The accessibility to information was further observed as the departmental circulars were hung on the wall in the staff-room after they each had been discussed at the morning meeting. Each teacher was urged to read and sign to acknowledge that he/she has read and understood the contents of the circular. Each time any of the teachers, including the principal, would give a verbal report when he/she had attended a workshop or a meeting. The matters that had been discussed at the workshop would be shared. This showed that there are principals that do play their role of assisting the teachers to get information that will enable them to understand change.

Other principals, as those of the other three schools, do not seem to know what to do with the information they have. The observation in school B related to identifying teachers in excess for redeployment and rationalisation (R & R), and showed that some principals believe that sharing information with teachers would imply that the principals

themselves do not have direction. It further revealed that teachers are not motivated to seek information, and are not keen to use information at their disposal. This meant inference is that teachers have not developed positive attitudes towards change. The conflict between attitudes and reality was noted. The reality is that teachers have to implement changes in schools, yet their attitudes and behaviour towards change imply that they are not ready to honour the expectations. It should be noted, therefore, that there are principals who have not begun to play their role as facilitators of change. This calls for efforts to instil self-empowered behaviour and for principals to acquire skills to empower their teachers to understand change through access to information. Stenhouse (1985) and Fikse (1981) emphasise the importance of accessing information to develop teachers towards correcting their attitudes towards change.

4.3.4.9

Communication

Communication breakdown between the department and the schools was noted. Some principals, as observation revealed in Schools B, C and D, did not follow proper channels to communicate their needs, opinions and complaints. It was evident that the structural changes as depicted in Chapter 2 (2.6.1) did not mean much to them, as they attempted to communicate either the regional office directly, ignoring the circuit and the district offices. This was further emphasised by the key informant of

School C who said that his school had no confidence in the district office because at times “this office does not have the relevant information and they normally lose the documents, then they demand you to do it again – in a hurry, blaming you for not having submitted at all.” This attitude towards the office closest to the school made the observer to strongly believe that the department authorities themselves need to be developed to acquire skills in communication.

Communication is also seen as a vehicle for change. If change is communicated properly, teachers would easily become willing agents of change. An example of R and R would be given here as was observed in School B. The teachers were not aware of the implications of R and R. Due to lack of access to information, the teachers did not consider the contents of Section 1(a) of the Constitution (No 108 of 1996) and the preamble to the White Paper for Education and Training where the importance of striving for equity by redistribution of educational resources is endorsed.

To facilitate establishment of organisational culture and of understanding change, the principal of School B needed to harness everybody into the process of change by communicating with teachers experienced in that school. It was also revealed that insecurity bred animosity which destroyed human relations within the school, leading to the collapse of the

culture of learning and teaching. The implication is that the principals need to play their role of communicating change by involving people concerned, as Cawood and Gibbon (1981), Bovee (1993), Blasé and Blasé (1994), Tewel (1994) and Judson (1996) attest.

It is observed therefore, that through improper or lack of communication, teachers would regard R and R as a threat to their security in their jobs and that it would merely be used as means of retrenching them. It became clear that change has not been communicated properly to the people who are to be affected by it and who should facilitate it at the bottom. The observer feels that communicating change can be part of the ways and means to empower teachers.

4.4 **INTERVIEW DATA**

4.4.1 **Introduction**

Two structured interview schedules, one for teachers (Appendix II) and one for principals (Appendix III) were used for interviewing key-informants. The procedure is laid out in Chapter 3. Two respondents were interviewed simultaneously, respondent A and respondent B. They had suggested a common venue and time. Tape recording was

permissible. As the interview schedules differed slightly from one another, they are discussed separately.

4.5 REPORT ON INTERVIEWS FOR TEACHERS

4.5.1 Democratisation of education

The interview/discussions on democratisation of education aimed at finding out whether issues that demonstrate democracy in schools were addressed, or, if teachers were aware of changes towards democracy.

4.5.1.1 Areas that have necessitated change

Respondents A, B, C and D perceived the following as the areas that have necessitated change:

- the distribution of resources
- the curriculum
- the management structure

Although all respondents believed that these changes would redress the inequalities that have been the hallmark of apartheid education, respondent A thought that the implementation of change in these areas would

destabilise the status-quo. This belief has been seen to manifest itself in the reluctance to changes such as rationalisation and redeployment, as a form of equitable distribution of resources depicted in Section 4.4.5. One can discern that inspite of documents such as White Paper for Education and Training and the Constitution where such changes are advocated and enshrined, some teachers still perceive them as a threat to their security in their jobs. On the other hand teachers knew that redistribution of human resources is inevitable, as they were well aware of inequalities in staffing. It was not surprising though, to observe how strongly they each agreed on equitable distribution of funds, which they believed, would be a remarkable shift towards improving educational provision. Clearly, through these examples, it showed that in spite of awareness of areas that necessitate change, some teachers are not ready yet to part with the old way of doing things.

Four respondents A, B, C and D each agreed that curriculum development was necessary. In contrast to their beliefs or convictions, two of the respondents, B and D still used the old syllabi where changes had not been effected. However, close scrutiny of specific observation and responses to curriculum development as well as respondents A's remark about the shortage of interim syllabi in schools, revealed the practical contradictions between the awareness of areas that have necessitated change and the actual implementation of change.

Actually, respondents A and B pointed out that management structure is the core of democracy in education. Respondent A further advocated for change at all levels of the management structure from the national level to the school level. But when asked to elaborate on the role each structure plays in effecting democracy in education, he retorted that 'as a teacher, one has to know these things.' On the other hand, respondent A demonstrated the knowledge of the role of each structure, emphasising the role of the school governing bodies, the school management team and the representative council of learners at school level as shown by the tiers of structure within which the teachers' role is located (cf. 2.6.11).

It should be clear, from the foregoing analysis that although teachers are well aware of the areas that have necessitated change, some of them are insecure and still believe that the status quo should not be destabilised. The inference is that there are teachers whose attitudes remain stereotyped, which is a challenge to principals to help them change.

4.5.1.2 Other changes that have been initiated in education

According to respondents (A, B, C and D) changes such as the appraisal process, was viewed with much suspicion. It was also observed that it was a largely absent phenomenon in the schools that were observed. Respondent D confirmed the negative attitude towards the appraisal

system, when, in his words said, 'appraisal is seen as a negative phenomenon which is aimed at promoting those teachers who are in the principal's good books and inhibiting the others'. Only one respondent showed a positive attitude towards the developmental appraisal process. She pointed out that it helps teachers to work towards a common goal and the fact that the appraisee himself/herself is involved in evaluating his/her progress, shows democracy in education. She expressed reservations though, about the accuracy and objectivity of the process. Clearly, it shows that while the intentions of initiating such changes are to democratise education, and to enhance professional development, the received message is a contrast. Some teachers believe that the processes of this nature are aimed at victimising and/or rewarding teachers.

Curriculum change was also mentioned by most (A, B, C and D) respondents. They showed awareness of the new methods used in teaching and learning process (OBE). Three respondents, excluding respondent D, pointed out that they were not happy about the manner in which the new curriculum was introduced. They thought it was taking too long for them at a secondary school level to know about the implementation of the new curriculum, as the focus is on the primary schools. Respondent D said that they were a privileged few in his school as their school has Grades 6 and 7, hence his involvement in implementing OBE. This was also captured during observation of the ethos of schools

(cf. 4.2.1.3). This implies that teachers at secondary schools are either ignored regarding capacity building as far as new developments in educational thinking and curriculum planning, (including OBE) are concerned. Alternatively the teachers themselves do not engage in self-empowered behaviour to keep themselves abreast with current changes and innovations in education.

It should be noted that, as was observed, schools made attempts to provide certain values consistent with the Bill of Rights as well as demonstrated some respect for the constitutional rights of learners. According to respondent B and C, it was improper to inflict any form of pain (verbal, physical or emotional abuse) on a learner. However, when asked if outlawing corporal punishment in particular was consistent with the democratic values upheld by the Bill of Rights, the answer was 'Yes, but if the parent and the learner himself or herself insisted on corporal punishment instead of alternative means, I respect them. After all they and we are used to it.' This shows that it is still hard for teachers to rid themselves of traditional ways. Further, another respondent showed a negative attitude towards changes such as the introduction of the Code of conduct for educators. He saw this as a political move to use the principal to get rid of educators the government does not like.

Generally, these responses revealed how teachers perceive change initiatives and how they respond to them. It is evident that the responses and observed behaviour illustrate the need for teacher empowerment as a strategy for educational change.

4.5.1.3 Organisational culture at institutions

It was important to find out if the schools had different and unique systems of doing things. That would show that there is consolidated response to change.

4.5.1.4 Establishing participative management culture in the school

According to respondent A one needs to be up-to-date with information and to be in touch with all kinds of people – parents, community, sponsors and office-based educators. She further referred to the importance of working together with learners to create harmony and a congenial atmosphere in the school. A similar response came from respondent C and D. Respondent B's attitude towards participative management culture was in contrast to the above. He thought that participative management undermines the principals' ability to make decisions. In his own words:

“Once the principal appears to be uncertain about what is to be done, teachers won't hesitate to give

misleading suggestions. And before he/she says
"Hallo!" the school will be gone."

The foregoing comment illustrates the fact that there are teachers who still believe that decision-making should be left entirely to the principal. It should be clear from the available evidence that some teachers view participative management culture as either interference in the principals' domain or as extra responsibility to what teachers already have, namely, to managing their own classes and planning their lessons. In the views of the three respondents, A, C and D, the participative management culture empowers all stake-holders. This is in contrast to the assertion cited above, as it shows that many teachers believe that participative management culture brings about the culture of democracy and unity in the school which is in line with the aspirations upheld by the South African Schools Act .

4.5.1.5 Challenges that come with participative management culture

Respondent B's opinion on participative management culture differed from others, as he believed that the challenges that came with management culture was for the principal to read more. His opinion further implied that the principal should involve others and that his/her integrity is not at stake. However respondents A, C and D thought that the management culture brings about challenges such as:

- subject-based team-work
- sharing of resources
- formulation of the school-policy

(i) Subject-based team-work

Respondent A approved of participative management by saying that it challenges them to work hard to achieve a common goal they set as a team. This was reflected in her remarks that,

“we share the subjects across the grades. We share the workload according to who is competent in which part. Time and again, we sit and discuss problems and find remedies.”

Each member was expected to work hard to achieve the goals. Clearly, the act of sharing a subject across the grades was based on the principle of participatory decision making as well as team teaching which is a challenge to every teacher. Further, this principle underscores the democratic ideals as stipulated in the South African Constitution and the South African Schools Act.

(ii) Sharing of resources

Similar ideas about sharing and team-work were captured in respondent C's responses. He thought that it is a challenge to a teacher to share not only resources but expertise as well. He mentioned team-work across schools including moderation and marking of examinations and establishment of subject committees. He was of the opinion that these activities are challenges that come with a participative culture. Here each individual is involved in making decisions, to keep the activities within the time-frame agreed upon and to use his or her strength to keep informed. It should be noted that the participative management culture urges people to work harder and more effectively.

(iii) Formulation of school-policy

As all stakeholders worked together in formulating the school-policy, they drew from one another. The subject policies as well were drawn with the idea of pursuing the school vision. According to respondent D, they found it very challenging to work both as individuals and as teams. He further mentioned that everyone listened to the other and the principal never felt undermined or threatened by their opinions.

If one takes into account the responses on 4.6.3.1 and 4.6.3.2, it becomes clear that teachers believe that participative management culture with its challenges is the right way to democratise education in the schools. It makes teachers feel trusted and cared for. Cawood and Gibbon (1981) and Blasé and Blasé (1995) agree that teachers that are listened to and whose opinions are taken into consideration when decisions are made, feel trusted, cared for and this enables them to develop a sense of belonging. The idea of democratic inclusiveness in the formulation of the school-policy found support among three of the four respondents. They believed that this act would harness everyone's energies in pursuit of the mission of the school. The pooling together of ideas, opinions, expertise and skills would be the best way to establish participative governance and management culture. It was evident that the respondents were aware of the importance of participative management culture, its implications and challenges.

4.6

INDICES OF CHANGE

The indices of change that were covered by the interviews were; human rights culture, curriculum change, participative management and structural changes.

4.6.1 Current provisions of education as embodied in certain pieces of legislation

The investigator considered it important to find out if teachers were aware of the current provisions that mark changes in education.

4.6.1.1 Areas of great concern in the legislation mentioned above

Three out of four respondents (A, B and C) perceived the introduction of the human rights culture in particular as threatening to their cultural beliefs. They referred to outlawing of corporal punishment. Traditionally, children had to be punished and that was not labelled as abuse. Actually, teachers were not wrong as parents themselves used corporal punishment as corrective means. But the Constitution has termed this act a violation of human rights. It appears that teachers are concerned about changes that are introduced and they are not ready to implement them, due to their belief in traditional ways of doing things.

Another area of concern was the new curriculum. Respondent D strongly believed that OBE should have been introduced in all phases at once. It is inferred that the willingness expressed by respondent D to be informed about Curriculum 2005 and OBE showed a positive attitude towards the new developments in educational thinking and curriculum developments,

including the introduction and demands of the new curriculum (Curriculum 2005). The investigator thus deduced that there is a great need for information campaign to inform teachers, so that they could meet challenges that come with change.

On the other hand, respondents A and D were in agreement about the idea that it is the role of the principal to inform teachers about changes. They believed that the principal should make teachers aware of the contents of new policies and arrange for learning seminars for updating the teachers' understanding.

Some teachers seemed to be willing to implement the changes, like the new curriculum, while others appeared to be more comfortable about the traditional way of doing things, as shown by the responses to the human rights culture. It is inferred that this contrast is suggestive of the uncertainty as to how to facilitate changes brought about by the new legislation.

4.6.1.2 The impact changes have on organisational culture

Organisational culture refers to the functioning of the school or the way people do things in their institution.

All respondents, A, B, C and D indicated that changes, such as labour law have helped to improve employer-employee relationships at the workplace. Teachers in this regard, are now aware of their rights. This shows that they are becoming aware of the implications or influences change has on organisational culture. They also believe that changes such as participative management bring unity. Two of the respondents differed on changes like redistribution of educational resources: redistribution and redeployment in particular to achieve equality. They felt that although such changes were introduced with good intentions, they ended up destabilising the school climate, bringing a negative impact on organisational culture (cf Section 2.4). The investigator, therefore, deduced that identified changes have contrasting or different influences in different schools. It is inferred further that change has not been fully understood by teachers.

4.6.1.3 Advantages of tiers of change (districts) for administration and control

The respondents, each perceived the presence of districts as the means to alleviate communication break-down and to create a clear passage for the distribution of resources from where they are in abundance to where they are needed most. Respondent A further expressed her belief that it has even become easier for the department to listen to teachers as

implementers of change. The schools, in return, get their feedback through district managers. This implies that teachers do acknowledge the new structural dimensions as outlined in Section 2.6.1.

4.7 TEACHER EMPOWERMENT

Empowerment entails pooling together resources to bring about change and for improving conditions in order to motivate teachers (cf. 1.2.1).

4.7.1 The need for teachers to be assisted in order to meet challenges that come with change

The interview intended to find out about the role of the principal in the implementation of change. She also had to find out whether the principals do encourage teachers to acquire self-empowered behaviour, so that they could be effective change agents.

4.7.1.1 The role of the principal in guiding teachers in the implementation of change

According to respondent B, the principal has a role to play in updating teachers on new information. He further suggested that the principal should, himself or herself strive to keep abreast with all changes. The

other three respondents had similar responses as they perceived the principal as a figure that they regard as knowledgeable in educational changes. They further maintained that teachers themselves should also reach out for information with the principal's making sources of information available. This assertion was confirmed by observation in Section 4.4.6, which revealed that the role of the principal is that of providing teachers with needed information. He or she should further provide opportunities for growth and confidence-building. The implication is that although some teachers see the need for self-empowerment, they could rely on the principal to provide them with the necessary information. It is further observed that the principals have a role to play in guiding teachers towards the implementation of change.

4.7.1.2 What the principal should do to encourage self-empowered behaviour among teachers

The responses to this question overlapped with the responses recorded in Section 4.8.1.1, which refers to the role of the principal in guiding teachers for change. The responses were in agreement with Hopson (1981) and Gore (1985) who emphasise the importance of self-empowerment. A further response from respondent A was that setting goals for oneself, being proactive to change and developing positive self-concept, among other things, should be encouraged by the principals. It became clear that

teachers do need to be empowered for change. As respondent D reported, their principal never read and discussed circulars or any information with them but they were made to sign what they had not read. This response concurs with the observation made earlier that most teachers would just sign circulars without reading them. Therefore, they miss the very important information. The implication is that the principals should find strategies to assist teachers to access information in order to achieve self-empowerment.

4.7.1.3 An external assistance that can be used to empower teachers for change

The responses revealed that it was imperative for the principals to seek external assistance and to form partnerships with other professionals like social workers, psychologists and lawyers, to name a few. Respondents A and C pointed out problematic areas in their schools. They cited the human rights culture and the labour law and their limitations. They believed that the involvement of external assistance, as mentioned above, would help alleviate the misconceptions about changes such as mentioned above. The expertise of other professionals would help teachers to understand the importance of educational change. For instance, legal practitioners would enlighten teachers on the employees' rights in the workplace whilst highlighting the limitations of such rights and the

implications of applying one's rights in relation to other peoples' rights. It should be noted that although teachers seem to be aware of the importance of involving other professionals in school matters, it is the principal that should take the initiative to involve them. Sarason (1982) and Roche (1977) confirm the importance of building empowering relationships, while giving more power to the teachers to have a direction, and informed behaviour in different or similar situations regarding change.

4.8 GENERAL

4.8.1 Other needs that are experienced by teachers as change agents

The interviewer had to find out about other needs that the respondents may experience which were not specifically provided for in the interview schedule. The needs that came up were improvement of communication and lack of co-operation among teachers.

4.8.1.1 Improvement of communication

The problem experienced has to do with lack or breakdown of communication between principals and staff and between the principal and the office-based educators. According to the responses the sources of information take too long to reach the school and when they do,

implementation is expected to happen quickly. Respondents A, C and D gave an example of the developmental appraisal system. To teachers it meant that this system is aimed at promoting teachers and retrenching those that are not favoured by the principal. This showed that effective communication about change does not reach teachers. The respondents felt that people had not been fully informed as to how and why the developmental appraisal system had to be implemented. It became evident therefore, that the challenge did not lie with the principal only but also with the department.

4.8.1.2 Lack of co-operation among teachers

Respondent D felt very strongly about the problem of laziness in schools. He believed that that is coupled with the lack of co-operation among teachers. Respondent A stressed the importance of heeding Resolution 7 of the Education and Labour Relations Council (ELRC) in which the duty-load for teachers and the hours of service are outlined. She pointed out that most teachers find it hard to adhere to Resolution 7. Her remark was that 'most teachers arrive late at school in the morning and blame transport, and when they leave in the afternoon, they are so punctual that they hate anything that would make them to stay on. This points to the truth that many teachers are lazy. It further agrees with respondent C's idea of the lack of co-operation among teachers, as the latter stated that in

their school, absenteeism is a daily occurrence among teachers. This further shows the disregard for departmental directives such as Resolution 7, which stresses the need to be at work for seven hours. In that way, the respondents believed that change may not occur where the climate of the school is not conducive to learning and teaching. It should be clear, therefore, that principals have a challenge to create the climate for change to prosper.

4.9 REPORT ON INTERVIEW SCHEDULE FOR PRINCIPALS

4.9.1 Democratisation of education

Democratisation of education refers to the involvement of all stakeholders and role-players in decision-making. It was necessary to find out whether democracy was embraced in schools.

4.9.1.1 Areas in education where change is necessary

According to all four respondents – A, B, C and D – areas where change is necessary are:

- communication;
- curriculum, and

- redistribution of resources

4.9.1.2 **Communication**

It may be noted that some means to flatten the hierarchy of communication has been made through the new structure in education, focusing on the lower level where the circuits communicate directly with schools. But as far as respondents B and C are concerned, the means of communication have not been improved to facilitate change. They believed that change should be communicated to all principals who, in turn should communicate to the teachers in their schools. This was in agreement with Section 2.7.1.2, where communication was identified as one of the means to harness everybody to the process of change.

4.9.1.3 **Curriculum**

Respondents A, B and C showed appreciation for the introduction of O.B.E. saying that it constitutes a remarkable shift in South African curriculum thinking. They showed interest in the implementation of the new curriculum and approach in secondary schools. It should be clear, seeing the principals' responses to the question, that phasing in of the new curriculum is something that they are looking forward to. The analysis was seen to be in agreement with the observed attitudes in schools, as

depicted in Section 4.2.1.3. It further emphasised the responses by respondent D (appendix II) who pointed out that they were not satisfied with the system of introducing OBE or curriculum 2005 only in the primary schools first. They felt that the secondary schools were ignored.

Further, as three respondents were not able to relate OBE to the National Qualifications Framework, it would be thus inferred that the relationship between the two was not known to them. But their attitude towards the importance of basic education showed that they were aware of curriculum changes and the implications. As one pointed out that,

“the department of education has an obligation to see to it that everyone should be able to have access to numeracy, reading and oracy.”

She further mentioned that in order to implement change successfully, principals have to be ready to face the challenges.

This response clearly indicated the need for the principals to be empowered to become instruments of this fundamental change. It may also be observed that the principals are aware of the challenges they are faced with to make change work.

4.9.1.4

Redistribution of resources

The statements made by teacher and principal respondents and the observation by the investigator in connection with redistribution of resources, revealed that the principals' and teachers' attitude towards resources is perhaps as important as the availability or lack of such resources. It was noted that different respondents perceived the availability and lack of resources differently. The evidence from the respondents suggested that some schools take the lack of resources as a challenge to become more creative and more responsible, thus introducing the culture of sharing. Such innovations were pointed out by respondent A, whose comments were that the redistribution of teachers in their school caused them to team up for the subjects that had been taught by the teacher who had left due to redistribution and redeployment. She further mentioned that the shortage of classrooms, for instance, enabled the teachers to be more creative as they lined one wall of each classroom with shelves with lockable doors that would act as libraries. Respondent D's attitude towards lack of resources was that teachers would not be able to teach effectively. Evidently, the contrasting views on the redistribution of resources not only show the different attitudes towards change but also suggest the need to empower teachers to be effective implementers of change.

THE ROLE OF THE PRINCIPAL IN FACILITATING CHANGE

The responses revealed that the principal should be the first to understand change and should be up-to-date with information pertaining to change. As a way of facilitating change, he/she has an obligation to make teachers understand change, so that they in return would be empowered to become effective facilitators of change. It became evident therefore, that the principals are aware of the role they have to play to facilitate change. As respondent D retorted,

“much as we are aware of change in education, we are also aware that as a leader, one should keep abreast with information, and should be in a position to cascade information to the teachers.”

This implies that principals are keen to be informed.

The challenges the principals perceive in their capacity as change-agents

According to respondent A, the principals perceived being a principal during the changing times in education as the greatest challenge. In agreement with A, respondent B felt that principals are faced with challenges such as reading acts and other policy documents intensively in order to understand change. Two other respondents believed that as

change-agents, they are faced with the challenge of motivating teachers to understand and accept change, and to further assist them into becoming effective change-agents themselves. They further believed that they would be faced with different types of barriers, such as teachers resisting to accept change.

It should be noted that principals, as change-agents see themselves as being challenged by the current changes. The challenges lie in the efforts to change attitudes and behaviours of teachers so that they accept change and then facilitate it. This was also observed in schools C and D where teachers defied human rights culture and continued with practices from which education has shifted (cf. 4.2.1.3).

4.10.2 Challenges that are faced by other people in education in this era of change

The evidence shown was that everybody in education, be it education officers, teachers or principals, are faced with the main challenge: that of making democracy work in schools. It became clear that people had to implement democratic values in the school with principals as initiators or facilitators of change in the school.

4.11 INDICES OF CHANGE

4.11.1 Current provisions for education as embodied in certain pieces of legislation

It was important for the investigator to know whether the principals were aware and were using legislation to empower their teachers.

4.11.1.1 Areas of great concern as identified by principals

The principals' responses were similar to the teachers' responses in this regard (4.7.1.1). Four of the respondents believed that abolishment of corporal punishment as part of the introduction of human rights culture raises concerns. It was also observed in schools A, B, C and D that human rights were not respected as learners and teachers in schools B and C still used abusive language but not corporal punishment (Section 4.2.1.3). School A used corporal punishment and school D used both. The respondents' concern was that alternative means of punishment should have been introduced.

Another concern was based on curriculum change. The respondents thought there was still a lot of ground to be covered in making teachers understand OBE in secondary schools. Respondent A believed that the

principal should be the first to be informed about changes so as to assist the teachers. The observation made earlier in schools, together with responses recounted in Section 4.8.1.1, have an implication that teachers and principals expect to be well-informed about changes before they are expected to become effective agents. It is noted, however, that although principals point out these as areas of great concern, they are doing their best to meet them as challenges. This may be evidenced by behaviour and attitude of the principal and teachers of school A towards the human rights culture.

4.11.1.2 Education legislation with regard to structure or system of education

Respondents A and B mentioned that the system of education has brought about changes with regard to the organisational structure such as the Ministry at the national level, the Members of Executive Council at the provincial level, the Regional Chief Director at regional level (with a number of subject advisors) a District Manager at district level (with 5 or more Superintendent of School Management) and a principal at school level (with the School Management Team). They further mentioned the introduction of school governing bodies in schools which, according to respondent D had made the task of management easier for the principals. This implies the positive attitude some principals have towards the new structure of governance. However, the attitude that was captured from

other respondents such as respondents C and B, was that the new structures have brought insignificant changes, as there are still problems encountered, such as, communication breakdowns. Such attitudes call for enlightenment of principals in as far as making use of these structures is concerned.

4.11.1.3 Critical changes that have been identified regarding educational programmes

All respondents applauded the new curriculum model called curriculum 2005, which focuses on the processes and outcomes involved in teaching the new learning areas (cf. 2.6.2.2(i)). Three out of the four respondents expressed their positive attitude toward continuous assessment, and underlined its importance in evaluating the learners continuously and in helping him/her with problem areas throughout learning. Teachers put more effort on helping learners to accumulate the marks for the final results. The responses towards the implementation of outcomes-based education (OBE) showed that the respondents knew very little about this approach and even less about how the National Qualifications Framework works in relation to the new curriculum. The observed behaviour in schools also revealed that teachers and principals in secondary schools have not acquired adequate understanding of OBE and other initiatives.

The reason given by respondent D was that OBE had been introduced up to Grade 7 only.

4.11.1.4 The influence identified changes have on organisational culture

The theoretical views on the positive influence the identified changes have on organisational culture (cf. 2.7.1.2), were confirmed when three respondents made the observations that are paraphrased below:

(i) Communication

The culture of understanding and unity is borne of clear, meaningful, open and two-way communication. If the principal communicates change to the teachers, their attitude changes and they strive to achieve a common goal.

(ii) Sharing information

The principal who is determined to share information with teachers, and to motivate them to read, creates the culture of sharing information, which leads to teachers' becoming aware of changes in education.

(iii) Democratisation

A democratised school is a school where teachers participate in decision making. The school culture is thus influenced to be positive and receptive to changes and innovations in education.

From these responses, certain inferences may be made. If the foregoing responses and observations are anything to go by, it seems that the principal who understands change would be effective in changing attitudes and behaviours of teachers to create a school-culture where a democratic climate prevails.

4.11.1.5 The implication or meaning these changes have for education in the country

After the investigator had interviewed all four principals, it became evident that they had an obligation to transmit and develop most of the values enshrined in the constitution generally and the Bill of Rights in particular. It also became clear that these changes brought with them challenges which teachers have to face.

4.11.1.6 Advantages structural dimensions have for the school

Changes relating to structural dimensions such as the district office and other tiers of management has such advantages as the free flow of communication, noted by respondent A. Respondent C confirmed that the information does flow freely down to the schools which is the lowest level and ultimate target. Respondents B and D had different views. Each expressed disappointment that, although the new structure in education was, among other things, meant to facilitate the flow of communication for change, information does not reach the intended destination timeously. As a result, changes initiated are delayed or do not reach the school. The investigator deduced from these responses that the principals acknowledge the new structure, although they differed in assessing its advantages. It became clear that there is still a lot to be done to make the district offices work for the principals.

4.11.1.7 The impact the district offices have on the school

Three respondents suggested that they did not note any significant changes despite the existence of structures like the district offices. One respondent mentioned that there are changes like the flow of communication, which have been signs of improvement. It appeared that despite the flow of information to the school, the principal did not know what to do with most

of the information as he or she had not figured out as to how to communicate information about change to the teachers. This further revealed the need for self-empowerment as principals have to understand change in order to assist teachers to become effective as change agents.

4.12 TEACHER EMPOWERMENT

4.12.1 The principal as a guide to teachers

4.12.1.1 The role of the principal in implementation of change

Three of the four respondents namely, B, C and D believed that the principal's role is to provide information available to him or her. Respondent A believed that the principal should have strategies to guide teachers towards implementation of change. As shown by the three respondents, there is a need to clarify the role of principals, as they seem to shift their responsibility to the subject advisors. The advisors also do have a role to play, but the principal has to facilitate the implementation of change in his/her school. The implication is that the principals do realise that they have to meet the challenges that come with change as respondent A implies. The problem they are faced with is how.

4.12.1.2 Teachers look up to the principal for assistance

The principal as a leader needs to guide, assist, encourage teachers towards change. The interviewer got the following responses to this aspect.

4.12.1.2.1 The kind of guidance the principal would offer teachers

Like the responses in Section 4.8.1.1 the principals felt that providing reading material like circulars, act or legislations etc. to teachers, would serve to instil self-empowered behaviour among teachers. The observation of teachers' attitudes and behaviour to change revealed that many teachers do not read documents on educational change. Therefore, exposing teachers to reading material does not assist them to understand change. The principal should go further by devising ways and means to assist them (cf. 4.4.6).

4.12.1.2.2 The role of the principal in encouraging teachers to empower themselves

According to respondent A, the principal can provide teachers with opportunities to meet and discuss issues of importance by focusing on change. They may also be encouraged to meet with their colleagues from

other schools for discussions. In that way they may share information which may empower themselves for current changes. The other three respondents were in agreement with respondent A.

4.12.1.2.3 The external assistance that can be accessed to empower teachers for change

The responses referred to social workers, educational psychologists, guidance counsellors and lawyers to name a few. The respondents' responses were similar to the responses mentioned in 4.8.1.3. It was revealed that both teachers and principals seemed to be keen to involve external assistance, although the responding teachers felt that this was the principals' responsibility.

4.13 GENERAL

It was investigated if the principals were adequately informed to empower teachers in turn. The responses showed that principals themselves need continuous empowerment as change is a process. It became clear then that the principals should strive to acquire self-empowered behaviour and should never stop to seek external assistance to help them become effective agents of change. In turn, they would be in a position to empower others.

CHAPTER FIVE

5. SUMMARY OF FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

In this study, the investigator sought to look into teacher empowerment as a strategy for educational change and to identify measures to empower teachers for change. In carrying out the study, it was necessary for the investigator to review literature to establish the theoretical basis for teacher empowerment as a change strategy. The study further focused on analysis of teacher empowerment measures at work and to determine the areas of need. This chapter gives a summary of findings and recommendations which have emanated from the study.

5.2 FINDINGS BASED ON LITERATURE STUDY

5.2.1 Organisational culture and educational change

The literature study found that adoption of a certain way of doing things is a consolidated response to change. It was further realised that the function of organisational culture in relation to education is to consolidate changes and make them day to day concerns.

5.2.2

School-culture and educational change

It was found that the South African Schools Act has inaugurated a new school-culture which promotes devolution of governance, to involve learners, parents, teachers and the community. Such democratic school-culture encourages people to have a sense of belonging, to share information and formulate goals together. They grow to understand the need for change in education.

5.2.3

Teacher empowerment

Teacher empowerment is a means by which teachers are enabled as individuals and as groups, to be effective and efficient in the execution of their duties in the school. Survey of literature established that teacher empowerment can be achieved through self-empowerment as well as through the activities of the principal.

5.2.3.1

The role of the principal

(a) The cultural issues of change

The study found that the principal has to focus on the issues mentioned hereunder in order to assist teachers to become effective implementers of change:-

- (i) Proper communication of change.**
- (ii) Bonding everyone who is affected by change to create a culture of participation.**
- (iii) Providing opportunities for confidence building by enlisting the services of other trusted professionals to assist teachers who are expected to change.**
- (iv) Providing security and reducing barriers to change by providing teachers with skills, knowledge or information to make them feel safe and secured while implementing change.**

(b) Establish organisational culture

It was also found that the principal needs to establish culture that influences teachers to work towards achieving maximum results. He or she can achieve that by engaging in proper communication techniques that include listening, face to face discussions, circulars and workshops, among others.

(c) Self empowerment

Self-empowerment is a process that a principal can assist his or her teachers in by engaging them in, and encouraging them, to acquire self-empowered behaviour. It was established that a self-empowered teacher is able to take charge of his or her life, have control over what happens to him or her and to be open to change and challenges.

(d) Vision-building

A principal that helps teachers to build a vision together, helps them to work together for a common purpose. It was found therefore that teachers who work together for a common course become willing and effective agents of change.

5.2.4 Democratisation of education

The study found that the shift towards democratisation of education has brought about the new school governance which includes the principal, the teacher, learner and parent representatives as well as co-opted members. The SASA stresses the importance of the participative management culture in schools. As Murgatroyd and Morgan (1992) point out, the core of democratisation of education lies in the involvement of all stakeholders in decision-making. Democratisation of education aims at creating ownership of education which poses challenges to the teachers to work towards becoming effective agents of change and the culture of ownership.

5.2.5 Indices of change

5.2.5.1 Change relating to educational programmes

(a) New curriculum

The literature study revealed that the new curriculum, Curriculum 2005 reflects a paradigm shift in the South African education system, from previous emphasis on rigid subject content to a new learning programme with learning areas and a totally new process of knowledge demarcation.

(b) Outcomes-Based Education (OBE)

It has not been introduced in secondary schools, as only pilot schools are involved with OBE. This is a new approach to teaching and learning. It is a process, learner-centred and outcomes-based approach.

(c) Basic education

The Constitution provides for everyone to receive basic education and further education as a basic human right. However, there is no programme that has been designed for basic and further education as a new dispensation. This is a challenge to the teacher to engage in discussions and debates in the formulation of policies regarding the new educational dispensation.

5.2.5.2 New system of education

(a) Democracy in the school

It was found that the policy documents are vehicles of bringing a new system of education to the schools. The South African Schools Act in agreement with the country's Constitution, emphasises the practice of democracy in the schools.

(b) Participation of learners in school governance

The new system of education emphasises the importance of shared decision-making (cf. Section 20 and 21 of SASA). This is further depicted by the Provincial Gazette of KwaZulu-Natal, School Education Act No 3 of 1996. Participation of the representative council of learners in school governance is new in the system of education.

(c) Human rights culture

The literature study found that with the establishment of the new democracy, the issue of human rights culture has become the focal point of political and educational discourse. The rights and freedoms affirm the democratic values enshrined in Chapter 2 of the Constitution. Sections 12 (b and e) of the Constitution state that everyone has a right to be free from all forms of violence, torture and not to be treated in a cruel, degrading and inhuman way. This provision is also contained in South African Schools Act (No 84 of 1996). Section 10 of SASA outlaws the use of corporal punishment at school. This provision challenges teachers to devise other forms of social control. It further seeks to promote respect for another's body and dignity.

(d) Labour Law

The Labour Relations Act provides for collective bargaining which is the right to assert individual interests collectively within certain legal parameters (Labour Relations Act No.55 of 1995). It was found that labour law provides for negotiations, which is new to education system and is part of change towards democratisation of educational decision making. This provision is contained in the Labour Relations Act (No 55 of 1995), HRM Circular No 51 of 1998 and the Constitution (No 108 of 1996, Section 23). The labour law helps teachers to be aware of their rights and limitations of their rights in the workplace. This poses a challenge to them, to exercise their labour rights and to embark on strike action if need arises, while avoiding violating the learners' right to be taught. The teachers need to be empowered to handle such changes as strike without destabilising the culture of learning and teaching in the school.

5.2.5.3 Amalgamation of education departments

This is the most important index of change in education which marked the end of racially and ethnically fragmented education departments into coordinated national and provincial structures. The focus of all the levels (discussed in Section 2.6.1.1) is the school, where all the policies and

legislation are interpreted and implemented. The teachers are faced with challenges of implementing changed curriculum and other educational changes. The underpinning implication is that of capacity-building to empower teachers to understand, initiate and shape their attitudes towards change.

5.3

FINDINGS BASED ON A FIELD WORK

The findings stated hereunder arose from observation and interviews as recounted in chapter 4. They are presented under the following main sub-headings:-

- School context
- Democratisation of education
- Indices of change
- Teacher empowerment

5.3.1

School context

The school provides the locale for educational change and teacher empowerment. The school context may be characterised by the school ethos, resources, management styles and the nature and level of community involvement.

(a) Facilitating change

It was established from the responses that principals of the under-resourced schools do not use the little they have to facilitate change. It was further noted that in some schools there were extra classrooms which may have been used alternatively as both offices for the representative council of learners and as boardroom to hold staff-meetings and workshops, but were not used. The oft-quoted lack of resources is not always borne out by optimal utilisation of what is available.

(b) Corporal punishment

Although every school was aware of the abolishment of corporal punishment, it was found that some of them still use it. It was not that the majority of teachers and principals are not aware of the implication but that they believe they should be equipped with alternative means before they stop using corporal punishment. It was also found that some of the schools have embraced the human rights culture and have stopped using corporal punishment as means of social control. But even in such cases there could be other forms of abuse, verbal or emotional.

(c) Management styles

Democratisation of management refers to sharing of authority among members of the institution. The schools were found to have engaged themselves in the democratised approach to school-governance. But although schools have democratised management styles, there have been instances where provision had not been made to involve learners as decision-makers. Democratisation of school-governance facilitates change in the school as everyone is represented in the process of decision-making.

5.3.2

Democratisation of education

Democracy in schools was found not to have taken firm root. The indication of the assertion is discussed hereunder:-

(a) Human rights culture

The target schools were found to be undermining the rights of the individuals. For example, foul language and corporal punishment were still used. The teachers in some schools were not free to discuss union matters within the school, or somewhat discouraged from engaging freely in union activities.

(b) Democratic governance

The study found that the majority of schools did not engage learners in the process of decision-making. The inclusion of learner representatives in decision-making create the climate of co-operation and understanding among learners and teachers. This has a major impact on facilitating change as learners and teachers work towards a common goal.

5.3.3

Indices of change

(a) Curriculum change

Observation and interviews of both teachers and principals revealed that there is no training for curriculum change in secondary schools. Teachers and principals are confused as to what curriculum 2005 is and they are not able to understand the nature, difference and relationship in respect of curriculum 2005, OBE and NQF. It was therefore observed that reform initiatives need to be explained through regular and structured learning sessions. This is the way in which change could be implemented.

(b) Human rights culture

The study found that the rights of the individual, young and old, have not yet become the subject of everyday discussion. In observed schools, provisions in the Constitution and the South African Schools Act are not observed. The study confirmed the continued existence of robust disciplinary practices. Notwithstanding legal prohibitions, corporal punishment and verbal abuse are used. It was further found that teachers would go on strike without having considered the fact that although there are exercising their rights to strike, they are violating the right of the learner to be taught. The observation revealed the need for teacher empowerment to find ways to avoid violating the rights of others while expressing their grievances constructively and effectively.

(c) Organisation of education

It was found that the tiers of management did not do much to alter teachers' and principals' perceptions of the district office. They believed that the district office still needs to improve its communication strategies in order to access information to the schools timeously. This would mean that change would be communicated in time and effectively to the principals in schools.

5.3.4

Teacher empowerment (as the role of the principal)

- (i) It was found that some principals do not expose teachers to reading material that would enable them to understand change.
- (ii) The principals do not encourage or motivate teachers to assume self-empowered behaviour. It was revealed through observation and interviews that most teachers do not read even if the official sources of information are available.
- (iii) The findings further revealed that teachers were aware that the change process would be better understood if principals involved external assistance like social workers, lawyers, and psychologists.

5.4

RECOMMENDATIONS

The study has enabled the investigator to arrive at a set of recommendations summarised hereunder:

- Principals should form study groups for collecting and sharing information on educational change. This joint effort could also enable them to identify varied sources of information which would

contribute to their professional development and competence as change agents.

- People should, through communication, be sensitised to know where and how to get information.
- Principals should arrange for regular discussion sessions with teachers so as to discuss information that come as circulars, policy documents or official directives. Abridged information would be more useful.
- Teachers should be recognised for the accomplishment and growth in their work.
- Opportunities should be created within the school by educators to have discussion sessions on various issues of change. These discussions could include learners and parents as partners in the creation of a democratic learning environment.
- The teachers and principals of secondary schools should be given opportunities to attend workshops and seminars facilitated by skilled education officials, to be familiarised with curriculum change and other educational initiatives. Subject advisors may be

useful in dealing with procurement and dissemination of information on curriculum development.

- Organisations like human rights organisations and those that deal with AIDS should have interface or should reach out to schools.

5.5

CONCLUSION

This study focused on educational change and the role of the teacher in this respect. The enactment of this role lingers on the initiatives to guide the teacher as well as to help him/her engage in self-empowering activities.

It is trusted that this study will be of value to all teachers, principals and other stakeholders in education. It is also hoped that the recommendations emanating from this study will be heeded so that teachers could be empowered to become effective and efficient educational change agents.

OBSERVATION SCHEDULE

APPENDIX I

OBSERVATION SCHEDULE

The following factors were observed as part of data collecting for "teacher empowerment as a strategy for educational change."

1. SCHOOLS

- school profile;
- environment;
- resources;
- ethos

2. CHANGE AND CHANGE FACILITATION

2.1 PARTICIPATION OF LEARNERS IN SCHOOL GOVERNANCE

- the existence of the R.C.L.
- the involvement of the R.C.L. in decision-making
- the effect of their involvement in school-management
- the impact of the learner participation in empowerment of teachers for change

2.2 SCHOOL POLICY

- involvement of stakeholders in the formulation of the school-policy to achieve common goal
- the formulation of the Codes of Conduct both for teachers and for learners

2.3 DEMOCRATISATION OF GOVERNANCE

- participation of stakeholders in school-governance

- the role of the principal in facilitating participation of all stakeholders in school governance
- teachers' response to change within the school-governance

3. INDICES OF CHANGE

- curriculum change;
- promotion of human rights culture as part of institutional culture;
- abolition of corporal punishment;
- union activities and position of management;
- gender sensitivity or insensitivity and equitable measures;
- response to policy documents;
- equitable distribution of resources;
- accessing information and using opportunities to bring about certain changes.

4. COMMUNICATION

- the role of the principal in communicating change effectively;
- the role played by the tiers of structure (particularly the district offices) in disseminating information to the schools.

INTERVIEW SCHEDULE FOR TEACHERS

APPENDIX II

INTERVIEW SCHEDULE FOR TEACHERS

A. DEMOCRATISATION OF EDUCATION

1. Inauguration for democracy has meant the need for change in education

(i) What areas in education do you think have necessitated change?

.....
.....
.....

(ii) In your opinion, what change has been brought and how do you think it has been communicated?

.....
.....
.....

2. Organisational culture is the people's way of doing things at their institution:

(i) How do think a participative management culture can be established in your school?

.....
.....
.....

(ii) What challenges come with the participative management culture of the school?

.....
.....
.....

B. INDICES OF CHANGE

1. Current provisions for education are embodied in certain pieces of legislation such as National Constitution, South African Schools Act, Labour Relations Act, Employment of Educators' Act

(i) Looking at these decisions or acts, what have you identified as areas of great concern?

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.....
.....

(ii) What influence do you think identified changes have on organisational culture or functioning of the school? (the way things are done)

.....
.....
.....

(iii) How advantageous are structural dimensions have for the school programmes?

.....
.....
.....

C. TEACHER EMPOWERMENT

1. You as a teacher needs to be assisted in order to meet the challenges of change.

(i) What role do you think the principal should play in guiding you in the implementation of change?

.....
.....
.....

(ii) What latitude should be given by your principal to you as a teacher to empower yourself?

.....
.....
.....

(iii) What kind of external assistance do you think your principal can reach out to, to empower your teachers for change? (e.g. education psychologists.)

.....
.....
.....

D. GENERAL

(i) Mention other problems that you are experiencing as a change agent.

.....
.....
.....

(ii) What are other challenges would you come out with to make your school a model of change?

.....
.....
.....

INTERVIEW SCHEDULE
FOR PRINCIPALS

APPENDIX III

INTERVIEW SCHEDULE FOR PRINCIPALS

A. DEMOCRATISATION OF EDUCATION

1. Inauguration for democracy has meant the need for change in education

(i) Can you identify areas in education where change is necessary?

.....
.....
.....

(ii) Which are the changes that have taken place or are being initiated in education?

.....
.....
.....

2. Change is driven by a variety of agents - teachers, educators, ministers etc.:

(i) What is your role as a principal in initiating or facilitating change?

.....
.....
.....

(ii) What challenges do you perceive in your capacity as a change agent?

.....
.....
.....

(iii) What challenges do you think are faced by other people in education (be they teachers or education officials) in this era of educational change?

.....
.....
.....

B. INDICES OF CHANGE

1. Current provisions for education are embodied in certain pieces of legislation such as National Constitution, South African Schools Act, Labour Relations Act, Employment of Educators' Act

(i) Looking at these decisions or acts, what have you identified as areas of great concern?

.....
.....
.....

(ii) Can you identify what has been brought about by educational legislation with regard to structure or system of education (levels, bodies or offices)

.....
.....
.....

(iii) How have you identified as critical changes regarding educational programmes?

.....
.....
.....

(iv) What influence do you think identified changes have on organisational culture or functioning of the school? (the way things are done).

.....
.....
.....

(v) What implication or meaning do these changes have for education in the country?

.....
.....
.....

(vi) How advantageous are structural dimensions have for the school?

.....
.....
.....

(vii) What impact have these structural dimension have on the school?
(provincial, institutional)

.....
.....
.....

C. TEACHER EMPOWERMENT

1. You as a principal guides people

(i) What role do you play to guide teachers towards implementation of change? (regarding teachers and programmes)

.....
.....
.....

2. Teachers will, under circumstances of change look up to the principal for assistance:

(i) What kind of guidance or assistance would you offer teachers as a strategy?

.....
.....
.....

(ii) What latitude would you give to teachers to empower themselves in their own right?

.....
.....
.....

(iii) What kind of external assistance do you think can be accessed to empower your own teachers for change? (e.g. social workers...)

.....
.....
.....

(iv) Mention other problems that you are experiencing as a facilitator of change

.....
.....
.....

D. GENERAL

- (i) What other challenges would you, as a facilitator of change come up with, to make your school a model in this time of change?

.....

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