GOVERNANCE MODEL FOR SOUTH AFRICAN SCHOOLS BASED ON A CASE STUDY AT WEST BANK SECONDARY SCHOOL

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Thesis presented in partial fulfillment of the requirements for the degree of Master of Public Administration at the University of Stellenbosch

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Date: April 2005

DECLARATION

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously in its entirety or in part submitted it at any university for a degree.

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Christo van der Rheede   30 November 2004

ABSTRACT

The core business of schools is to develop, implement and sustain an effective and efficient curriculum delivery process in order to provide quality education to all learners. External and internal changes though constantly affect the effectiveness and efficiency of the curriculum delivery process and it is required of schools to adapt and meet the demands that are required by these external as well as internal changes. Successful adaptation in an ever-changing environment also depends on how successful a school transforms itself into a learning organisation, develops conducive learning circumstances for learners and encourages constant learning by staff members as well.

Research in this respect indicates that principals play a very important role in transforming schools into learning organisations. Schools as learning organisations are also recognised as complex organisations, which consist of multiple relationships or linkages between educators, learners, parents, fellow colleagues, provincial and national education departments, government, service providers, as well as other stakeholders. These relationships are never stable, nor predictable and it requires of principals to monitor, understand and interpret changing circumstances and respond appropriately.
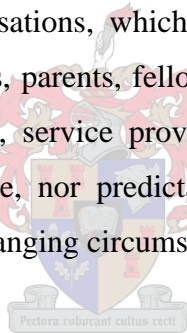
Appropriate responses must reflect our country's constitutional values, which promote collaboration and consultation with all stakeholders. It also requires of school principals to apply a leadership approach, which not only facilitates participation by all stakeholders, but which focuses on empowerment as well.

Furthermore, the role of principals in leading and managing schools has changed tremendously and there is a great need to empower principals and school management teams with facilitatory-and-empowering leadership competencies. Such competencies will enable them to understand, interpret and manage change in collaboration with other role-players much more effectively. It will also enhance their ability to effectively lead and efficiently manage the curriculum delivery process and all other supportive systems, such as the academic planning, assessment, finance, procurement, maintenance and human resources systems.

Considering the former, this study focuses on the development of a governance model for schools, which considers schools as complex organisations continuously affected by change in the external as well as internal environment. Hence, the governance model provides principals and senior staff members with the understanding how to manage these changes in terms of principles which are derived from complexity theory. Complexity theory informs the practice of school leadership coherently and provides principals with the insight to look at the school educational system as a whole in order to advance organisational effectiveness continuously. According to complexity theory, no system is stagnant; it constantly changes, adapts, learns and evolves.

The governance model therefore outlines various facilitatory-and-empowering leadership approaches which are required to cope in an environment which are continuously affected by change. It also illustrates the supporting role of effective communication and sound labour relations in this respect and outlines various management roles, which are required of the principal to transform schools into learning organisations.

The governance model also focuses in particular on three essential governance processes, which are applicable to the translation of monetary allocations into appropriate non-personnel resources. These governance processes are budgeting, cost management and information technology. The last part of the model focuses on the various control systems for quality assurance purposes, such as whole school evaluation, systemic evaluation, performance appraisal and risk management.

In conclusion, West Bank secondary school was used as a case study to experiment with and study the impact of appropriate leadership approaches, management roles, governance processes and controls. The integration of existing research and practice knowledge at this institution aims to extend the scope of application of the governance model to all schools in South Africa and elsewhere in the world.

OPSOMMING

Skole se kernfunksie behels die ontwikkeling, implementering en instandhouding van 'n effektiewe en kostedoeltreffende kurrikulumleweringsproses wat dit ten doel het om kwalititeitopvoeding aan alle leerders te voorsien. Eksterne en interne veranderinge het deurgaans 'n impak op die effektiwiteit en kostedoeltreffendheid van die kurrikulumleweringsproses en dit word verwag van skole om dienooreenkomstig aan te pas by die eise wat deur eksterne en interne veranderinge meegebring word. Suksesvolle aanpassing in 'n voortdurend veranderde omgewing hang af van hoe suksesvol 'n skool 'n lerende organisasie word, deur gunstige leeromstandighede vir leerders te skep en personeel te inspireer om voortdurend self ook te leer.

Navorsing in die verband dui daarop dat skoolhoofde 'n belangrike rol speel om skole in lerende organisasies te transformeer. Skole as lerende organisasies word ook geïdentifiseer as komplekse organisasies waarby opvoeders, leerders, ouers, medekollegas, provinsiale en nasionale onderwysdepartmente, regering, diensverskaffers en ander belanghebbendes, almal 'n belang by en verhoudings mee het. Hierdie verhoudings is nooit stabiel of voorspelbaar nie en dit word van die skoolhoof verwag om bedag te wees op veranderings, dit te monitor, te verstaan en te interpreteer ten einde dieooreenkomstig korrek op te tree.

Die optrede van die skoolhoof moet derhalwe in ooreenstemming met ons land se konstitusionele waardes, wat samewerking en konsultasie met alle belanghebbendes beklemtoon, wees. Daar word dus van die skoolhoof verwag om 'n leierskapsbenadering toe te pas wat nie net deelname deur alle belanghebbendes fasiliteer nie, maar wat ook fokus op die bemagtiging van almal.

Verder het die rol van die skoolhoof, in terme van leidinggewing en die bestuur van skole, geweldig verander en daar is 'n groot behoefte om skoolhoofde en skoolbestuurspanne te bemagtig met fasiliterende- en bemagtigingsleierskapvaardighede. Sulke vaardighede stel hul in staat om veranderinge te verstaan, interpreteer en in samewerking met ander rolspelers dit effektief te bestuur. Dit sal ook hul vermoë verbeter om effektief leiding te gee rakende die kurrikulumleweringsproses en ander ondersteunende sisteme, soos die akademiese beplannings-, assesserings-, finansies-,

voorsienings-, instandhoudings- en menslike hulpbronnesisteme en dit kostedoeItreffend te bestuur.

In die lig van voorgenoemde, onderneem hierdie studie om 'n bestuursmodel vir skole te ontwikkel, wat skole ag as komplekse organisasies wat deurlopend deur veranderinge in die eksterne en interne omgewing geaffekteer word. Die bestuursmodel rus prinsipale en senior lede toe met beginsels wat vereis word om veranderinge suksesvol te bestuur. Hierdie beginsels het hul oorsprong in die kompleksiteitsteorie wat die studie van onderwysbestuurspraktyke holisties toelig. Verder gee dit prinsipale die insig om die onderwyssisteem in die geheel te verstaan ten einde effektiewe organisasie voortdurend te bewerkstellig. Volgens kompleksiteitsteorie is geen sisteem stagnant, want dit verander konstant, pas aan, leer en ontwikkel.

Die bestuursmodel gee dus 'n uitleg van verskillende fasiliterende- en bemagtigingsleierskapbenaderinge wat vereis word om te oorleef in 'n omgewing wat voortdurend geaffekteer word deur veranderinge. Dit illustreer die ondersteunende rol van effektiewe kommunikasie en goeie arbeidsbetrekkinge in die verband en verwys ook na die verskillende bestuursrolle wat van die skoolhoof verwag word om die skool in 'n lerende organisasie te transformeer.
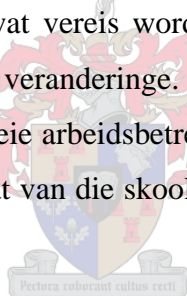
Die bestuursmodel fokus ook spesifiek op drie belangrike bestuursprosesse van toepassing op die bestuur van monetêre toekennings om geskikte nie-personeel hulpbronne te bekom. Hierdie belangrike bestuursprosesse behels begrotingbestuur, kostebestuur en informasie tegnologie bestuur. Die laaste deel van die model fokus op verskillende beheersisteme vir kwaliteitbestuursdoeleindes, onder andere geheelskoolevaluering, sistemiese evaluering, individuele prestasiebeoordeling en risikobestuur.

Ter afsluiting, Wesbank Sekondêre Skool is as gevallestudie gebruik om met toepaslike leierskapbenaderings, bestuursrolle, bestuursprosesse en beheersisteme te eksperimenteer en die impak daarvan te bestudeer. Hierdie integrasie van bestaande navorsings- en praktiese kennis te Wesbank Sekondêre Skool stel ten doel om die bestuursmodel relevant te maak vir alle Suid-Afrikaanse, asook vir skole elders in die wêreld.
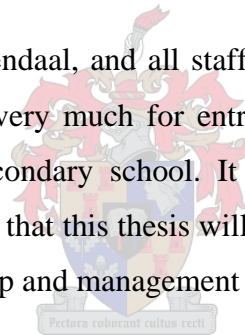
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LIST OF ABBREVIATIONS

AIDS	Acquired Immune Deficiency Syndrome
CSF	Critical Success Factors
CVF	Competing Values Framework
CVP	Cost-Volume-Profit
DSS	Decision Support System
EIS	Enterprise Information System
ELRC	Education Labour Relations Council
EMDC	Educational Management District Centre
FET	Further Education and Training
GNI	Gross National Income
GSS	Group Support System
HIV	Human Immunodeficiency Virus
ICT	Information and Communication Technology
IQMS	Integrated Quality Management System
ISS	Intelligent Support System
KMS	Knowledge Management System
LSM	Learner Support Material
LST	Learner Support Team
MEC	Member of the Executive Council
MIS	Management Information System
NDOE	National Department of Education
NECC	National Education Coordinating Committee
NEPI	National Education Policy Investigation
NUE	National Union of Educators
OAS	Office Automation System
PED	Provincial Education Department
PFMA	Public Finance Management Act
PSCBC	Public Service Coordinating Bargaining Council
SA	South Africa
SABC	South African Broadcasting Cooperation
SACE	South African Council for Educators
SADTU	South African Democratic Teacher's Union
SMT	Senior Management Team
SPMDS	Staff Performance Management and Development System
TPS	Transaction Processing System
TST	Teacher Support Team
US	University of Stellenbosch
WCED	Western Cape Education Department

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CHAPTER ONE

RESEARCH PROPOSAL

1.1 BACKGROUND

The persistence of various challenges in the educational system and the lack of leadership and management capacity at institutional and office level to manage these challenges and change effectively, are of great concern to government, higher education institutions, the private sector and the general public at large. This concern prompted the National Education Department to conduct a comprehensive study during 2002/2003 into the financing, resourcing and costs of education in public schools.

A follow-up report submitted to the Education Ministry in March 2003 and released to the public for their perusal and comment, identified poor leadership and management practices and the translation of school allocations into appropriate non-personnel resources, as some of the crucial areas needing intervention. Hence, some of the recommendations in this respect were as follows:

- *"The Department of Education should in collaboration with Provincial Education Departments (PED's), make systems interventions to vastly improve the current procurement and resourcing services offered to Section 20 schools. These schools should be in a position to know what their allocations are, what is spent on them, and what the status of orders placed by the school, partly so that management in the school can be improved and the groundwork laid for conversion to Section 21 status."*
- *"The Department of Education should promote the roll-out of best practices emerging from past and current management intervention projects run in schools and in PED offices. The best management training materials in the*

areas of financing and resourcing should be identified, and should be made available more broadly" (NDOE Report to the Minister, 2003: 44).

The report also refers to a special survey done in 2003, which indicates that Section 20 schools experience serious problems with regard to budgeting, procurement and asset management. It also highlights the need for effective capacity building at school governance and management level. An even greater concern relates to school principals who have insufficient knowledge of what Section 21 status entails and who lack advanced leadership and management competencies to manage a Section 21 school properly.

This report also states that Section 20 schools are clearly at an economic disadvantage, because their entire allocation must be spent on the purchasing of textbooks, local purchases and maintenance within the year it is allocated. These schools are also not allowed to carry money over to the next year or accumulate unspent monies to purchase items such as computers, copiers, music instruments and other audio-visual equipment.

Section 21 schools on the contrary enjoy the benefits of an enabling policy framework, which allow these schools greater freedom to manage their own procurement and finances. This distinct economic advantage over Section 20 schools, allows them to roll-over funds, to invest these funds to purchase larger items and in so doing improve the services the schools offer. This necessitates the application of advanced leadership competencies and employment of management skills at governance and management level. It also expects of principals to acquire particular management qualifications and display high-level business acumen.

In conclusion, the South African Schools Act, Act 84 of 1996 and the National Norms and Standards for School Funding envisage that all schools in future accept transfer of Section 21 responsibilities. This implies that all school communities must assume "*greater responsibility for managing the way in which*

their state resources are translated into good teaching and learning" (NDOE Report to the Minister, 2003: 36).

1.2 RATIONALE

The Western Cape Education Department (WCED) established ten new schools in 2004. All of these schools were established with Section 20 status, except one secondary school, named West Bank secondary school, which was established as a Section 21 school at Wesbank, a newly established township adjacent to Delft.

Senior officials of the Western Cape Education Department at first turned down West Bank secondary school's application for Section 21 status and the reasons furnished for refusing the initial application were as follows. Firstly, West Bank secondary school is a new school and it is standard practice that applications for Section 21 status by new schools be considered only after a year in operation. Secondly, concerns were also expressed regarding the capacity of the governance and management structures to manage Section 21 functions.
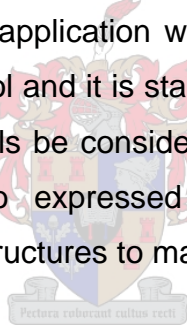
The governing body was however not convinced of the aforementioned reasons given that it met all the requirements for Section 21 status as outlined in the South African Schools Act, 1996. Moreover, the application for Section 21 status is subject to the managerial capacity checklist, which was issued by the East Metropole Educational Management District Centre (EMDC). This checklist included:

- *"items relating to the capacity to handle and account for public funds,*
- *the capacity to meet ongoing contractual obligations to suppliers of goods and services, and*
- *the ability to make financial decisions that are educationally sound"* (National Norms And Standards For School Funding: Government Gazette No. 19347, October 1998).

The East Metropole EMDC was satisfied that West Bank secondary school met all the requirements as listed in the managerial checklist and approved the application. This prompted the governing body to lodge an appeal and after direct contact with the office of the Head of Department, the appeal succeeded.

An amount of R797 562 was transferred into the school's account in January 2004. This enabled the governing body to procure the necessary goods, and services to establish different departments and to kick-start a wide range of academic and extra-mural activities. These programmes include Dance, Art, Tourism, Home Economics, Music, Needlework, Computer Literacy, Commerce, Mathematics and Science, Sports, Arts and Crafts and a Gardening Project.

The governing body also developed policies and implemented the required governance processes to ensure that the school allocation was spent on appropriate non-personnel resources. The MEC of Education and senior WCED officials, who visited the school on numerous occasions, also expressed their admiration for the wide variety of academic programmes and extra-mural programmes, which were initiated by the staff and governing body within the first 12 months of the school's existence.

Departmental officials did an audit at the school and expressed their appreciation for the efficiency and effectiveness of all administrative functions, especially the financial management and procurement processes. This is however not the case with all schools, especially those which are established as Section 20 schools. WCED officials in the Directorate: Procurement, confirmed their concerns regarding the effectiveness and efficiency of financial and procurement decisions and governance processes employed at some of these institutions.

The MEC for Education in the Western Cape, Cameron Dugmore also stated in his budget speech for 2004 that the WCED is in the process of building three

new schools in 2004 and another nine schools in 2005 to accommodate the growth in learner enrolment (WCED, MEC Budget Speech, 2004: 8). Hence, the establishment and continuous demand for more schools present a great challenge to the WCED as well as the other eight provinces to ensure that principals are appointed with the required leadership and management competencies to manage Section 21 schools. They should also be in position to capacitate staff and governing body members, to manage change effectively and to introduce effective and efficient governance processes.

This is crucial, because information received from the WCED indicates that new schools receive a substantial amount to acquire resources to set up an educational structure conducive for teaching and learning. This information as outlined in Table 1.1 indicates the newly-established schools received a substantial amount to acquire appropriate non-personnel resources for the school. Each school is also provided with furniture and equipment depending on the number of learners enrolled at the school.

Table 1.1 Monetary allocations for newly established schools

School	Status	Enrolment	Allocation per learner	Total Allocation
Eindhoven Primary	Sec 20	777	R639	R496503
Heinz Park Prim	Sec 20	760	R744	R565440
Khayalitsha Secondary	Sec 20	961	R957	R919677
Kuilsriver Secondary	Sec 20	600	R1062	R637200
Marconi Beam Primary	Sec 20	842	R744	R626448
Mfuleni Primary	Sec 20	760	R744	R565440
Naluxolo Primary	Sec 20	733	R744	R545352
West Bank Secondary	Sec 21	751	R1062	R797562

(Information supplied by the WCED Directorate: Procurement)

School principals and school governing bodies are therefore held liable for inappropriate spending and for failing to translate school allocations into appropriate non-personnel resources. More importantly, it is also expected of

education departments to implement stringent controls to curtail inappropriate spending and to put a framework in place to address the lack of leadership and management skills.

Such a leadership and management framework must ensure:

- that the leadership of schools together with the governing body, lay the foundation for schools to become **learning organisations**, understand the impact of change and respond appropriately,
- that principals and senior staff members acquire **leadership and management competencies** to develop and sustain a progressive school environment which promotes positive interpersonal relationships and value self-organisation,
- that governing bodies develop efficient and effective **governance processes**, and
- that **controls** for quality assurance purposes are in place to ensure that:
  - the strategic direction and operational activities of the school optimises the curriculum delivery process, and
  - that governance processes relating to the efficient and effective deployment of staff and resources are in compliance with prescribed regulations.

The need for the aforementioned approach stems from the perspective that the management of South African schools must be underpinned by good educational as well as public administration principles. Moreover, the successful functioning of schools depends on a principal's academic qualifications, as well as his or her knowledge of best public administration practices. Gildenhuys (2004: 61) agrees and states that a school principal must be a qualified educationalist as well as an able professional public administrator.

This dual role of the principal is essential, because schools are not isolated entities, but are part of a *"social, political, and economic environment*

surrounding" which are very complex and which present new challenges to principals all the time (Leithwood and Riehl, 2003: 4). Consequently, the dual role of the principal extends far beyond the confines of the school, because, in his or her interaction with departmental, parent, community, business, government and other liaisons, high-level academic expertise, public administration skills and business acumen are required.

1.3 LITERATURE REVIEW

1.3.1 INTRODUCTION

The literature review is organised around a particular theme intend to inform the construct of the proposed governance model. Wallace and Poulson (2003: 20) identify four types of literature: theoretical, research, practice and policy literature, which emphasise various kinds of knowledge. Theoretical literature enables academia *"to develop a system of related concepts and apply them to understand an aspect of the social world and sometimes to advocate improvement in practice."* As such, theoretical literature applicable to generic and educational leadership and management principles is reviewed in this study.

It starts with an overview of two significant reports in which key systemic features such as finance and organisation of the previous and current education systems are critically analysed. These systemic features include core concepts such as leadership, management and good governance. Particular attention is also paid to the introduction of these key concepts in a particular order as to define the framework of the proposed governance model and to classify each component of the model successively. According to Mouton (2001: 92-93) this type of literature review by school of thought, theory or definition *"is not to test a theory or to review theories but rather to find a classification or typology, or just a clear definition of the key construct in the study."*

The literature review is classified in terms of the following components as outlined in table 1.2:

Table 1.2 Components of Literature Review

Overview
Leadership
Management
Governance Processes
Controls and Quality Assurance
Model Construct

1.3.2 OVERVIEW

A Framework Report released by the former National Education Policy Investigation (NEPI) in 1993 under the auspices of the National Education Coordinating Committee (NECC), analysed various policy options, which would lay the basis for an equitable education dispensation in a democratic South Africa. This report identified four key systemic features on which any education system must be constructed.

Two of these systemic features relate in particular to finance and organization, where it is stated in the report that *"if finance is the life-blood of the education system, then organisation – the various governance or regulatory arrangements – is its backbone"* (NEPI, The Framework Report, 1993: 19). The report therefore recognised finance and organisation as key fundamentals of any democratic system and envisaged that the successful transformation of South Africa's educational system depends in particular on these fundamentals in order to undo the legacy of inequity and inferior education.

The NECC, a national body, was established in 1985 to coordinate and lead the struggle against the previous Apartheid education system. It represented teachers, parents, students, trade unionists, activists and community leaders mainly from educationally disadvantaged black communities and propagated *"a powerful set of principled demands"* for an equitable and democratic education

system (NEPI, The Framework Report, 1993: 3). This project initiated by the NECC is of particular historical significance, because not only did it pave the way for the establishment of our current education system, but it also laid the foundation for the democratisation of the South African educational system.

However, the Report to the Minister on the Review of the Financing, Resourcing and Costs of Education in Public Schools released in March 2003, indicates that two key systemic features, sound financial and effective organisational management are in need of serious intervention. Most developing schools experience serious problems because of poor financial and organisational management. The NEPI Framework Report released in 1993 by the NECC also referred to these two systemic features as the backbone of our new educational system and agreed ten years ago that the success of our current system depends on finance and good organisation.

Thus, the findings relating to mismanagement of finance and poor quality education in the Review of the Financing, Resourcing and Costs of Education in Public Schools, are indeed a serious indictment and contrary to the letter and spirit of the principled demands and ideals propagated by the NECC.

These findings are also contrary to the expectations of the Millennium Declaration adopted by member states of the United Nations in 2000. This declaration spells out eight development goals for education in these countries, one being that all children must receive quality primary schooling and that they complete the primary school phase (Mingat *et al.,* 2003: 3).

The South African government has also committed itself to this goal by investing substantially in resources and educator training to address inequity and eliminate the disparities between schools. Government spending in terms of education alone amounted to 20% in 2003 (Roux, 2003). Furthermore, the National Norms and Standards for school funding, which became national policy in 1999, are aimed at achieving equality and poverty redress at schools. 60% of

a province's non-personnel expenditure is allocated to the poorest 40% of learners, whilst the poorest 20% of learners receives 35% and the richest 20% receives 5% of non-personnel resources (South African Government Yearbook, 2002: 5).

Regrettably, most rural as well as urban schools located in disadvantaged communities are still struggling to establish favourable learning and teaching environments, which are conducive for achieving core-learning outcomes. Many of these still operate as Section 20 schools and find it difficult to manage finance and procure appropriate resources (NDOE Report to the Minister, 2003: 36). However, it needs to be stated that some poor schools in poverty stricken urban as well as rural communities throughout South Africa do perform due to visionary leadership of principals, the commitment of teaching staff and the enthusiastic support of the parent community.

Section 21 schools in contrast are singled out as better performing schools in the Review of the Financing, Resourcing and Costs of Education in Public Schools because the advantages highlighted in the Report enable these schools to function autonomously and develop efficient and effective curriculum delivery mechanisms.

The South African Schools Act, 1996 and the National Norms and Standards also promote the transfer of Section 21 status to all school communities for School Funding. It clearly distinguishes between Section 20 and Section 21 schools. It defines Section 20 schools as schools that procure goods and services through their respective education departments and according to existing provincial departmental arrangements.

Section 21 schools on the other hand receive a lump sum, which they can utilise according to their education needs. These schools have the freedom of choice to procure their own goods and services with any service provider who can offer quality service at the most affordable price. Such expenditure must however take

into account provincial policy, while any goods and services acquired must be accounted for (NDOE National Norms and Standards for School Funding, 1998).

Hence, the conversion of Section 20 schools into Section 21 schools is an intervention strategy of particular significance, because not only do the National Norms and Standards for School Funding promote the principle of converting schools, but both National and Provincial Education Departments support it too. The number of Section 21 schools as illustrated in Figure 1.1, increased from 560 for 2001 to 702 schools for 2003 in the Western Cape alone. This represents 48% of all schools in the Western Cape (Western Cape Provincial Treasury, Budget 2003: 158).
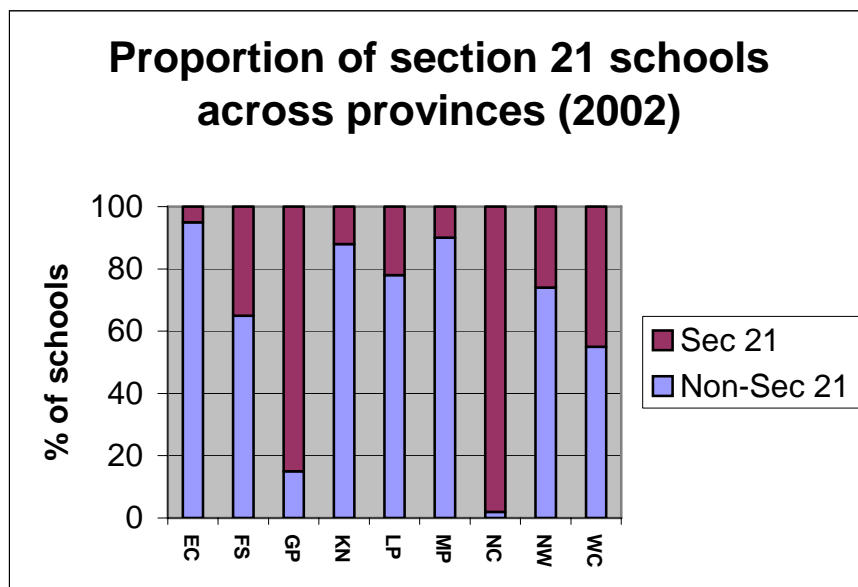
Figure 1.1 Proportion of Section 21 schools across provinces (2002) published in the Review of the Financing, Resourcing and Costs of Education in Public Schools (2003)

The conversion of schools into Section 21 schools requires however thorough leadership and management training. Such training and ongoing support are crucial in terms of developing and establishing sound financial and effective organisational management practices at schools.

1.3.3 LEADERSHIP
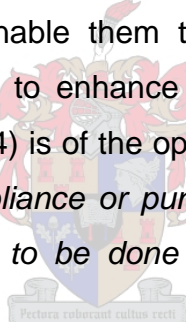
Transformational and social learning leadership approaches are vital strategic requirements for school principals to manage change effectively in South African schools and to improve and sustain the curriculum delivery process in Section 21 as well as Section 20 schools. The Report on the Review of the Financing, Resourcing and Costs of Education in Public Schools also emphasises the need for principals and senior management teams to be empowered with appropriate leadership and management competencies to manage external and internal changes. The report in addition underscores the need for improved governance processes to be introduced in schools to enable principals and senior staff management to manage Section 21 functions successfully.

Taylor (2001) is of the opinion that many South African public schools, despite the high levels of spending as a percentage of GDP, remain of the most inefficient worldwide because of ineffective and inefficient governance processes. He attributes this inefficiency to poor management and maintains *"all the evidence at our disposal indicates that the disparities in learning outcomes between successful schools and their less successful neighbours are essentially due to differences in their management practices."*

Van der Berg (Sunday Times, July 4, 2004) supports this view and calls for better trained school management teams in South African schools, especially those who must manage schools in poorer communities. Van der Berg also shares Taylor's position that more money or more educators will not solve the poor performance of schools unless better qualified and dedicated educators and principals with good leadership and management competencies are appointed. He is of the opinion that "*the school principal is the single most powerful factor determining how well school functions, especially now that there is no longer an effective system of inspectors."*

Morrison (2002: 188-189) though is of the opinion that leadership in schools is at a *"bifurcation point"* due to increasing demands from parents, education departments, low morale amongst educators, limited resources and other factors. He therefore suggests a higher form of leadership, which requires "*a paradigm shift from modernistic mentalities and modalities of schools to complexity-driven or appropriate mentalities and modalities."* This requires of principals to employ a facilitator-and-empowerment leadership approach, which fosters self-organisation, flatter management structures, teamwork, person-centered relations, effective communication and emotional intelligence.

Consequently, the leadership approach of the principal plays a key role in determining the success of a school. Principals cannot apply an outdated or authoritarian leadership approach any longer, because alternative leadership approaches exist, which will enable them to provide leadership not only to inspire or empower people, but to enhance their ability to adapt to changes. Levinson (1980) in Bass (1998: 4) is of the opinion that *"if you limit leadership of a follower with carrots for compliance or punishment with a stick for failure to comply with agreed-upon work to be done by the follower, the follower will continue to feel like a jackass."*

Powerful leadership approaches, in particular the transformational leadership and social learning leadership approach, have inspired many business leaders to manage change effectively and transform their entities into learning organisations. Hence, principals need to be empowered with these leadership principles to enable them to manage change effectively.

Bass (1998: 3) argues that transformational leadership is a powerful medium to inspire fellow colleagues to sacrifice their self-interest and become more dedicated, loyal and supportive for the greater good of a society or an organisation. He states: *"The transformational leaders moves the follower beyond self-interest and is charismatic, inspirational, intellectually stimulating and/or individually considerate."* The leadership theorist James Burns (1978), in

Bass (1998: 11) equates the transforming leader's ability to elevate followers towards self-actualisation with Maslow's need hierarchy in which the fulfillment of basic needs for survival and security evolves into a greater need for self-actualisation.

Heifetz (2000: 21), an imminent leadership theorist, conversely expressed reservations regarding the cross-cultural application of the transformational leadership approach and asserts that such *"a hierarchy that would apply across cultures and organisational settings risks either being so general as to be impractical or so specific as to be culturally imperialistic in its application."*

In addition, Hallinger and Heck, in a review of empirical literature on principal leadership between 1980 and 2000 published in Wallace and Poulson (2003: 228) emphasise the relevance of the *"cultural context"* in which schools operate. They point out that various research studies have indicated an empirical link between the customs and values of a specific community and how it shapes the school.

Heifetz therefore opposes the *"imperialistic"* notion of the transformational leadership and promotes a leadership approach, which rather accommodate *"the values of various cultures and organisation."* Such an approach requires of leaders not to impose their values on people, but to avoid such *"arrogance and grandiose"* and rather mobilise people in such a way that they do not avoid tough realities and conflicts, but that they adapt and solve their problems themselves (Heifetz, 2000: 26).

He postulates that for people to solve their problems themselves a change in values, beliefs or behaviour is required to resolve a crisis or a tough problem. These values, beliefs or behaviour that are deeply imbedded in the psyche of people, are often the source of conflict and it requires adaptive work to bring about change.

Heifetz also proposes that leadership should not only be equated with authority, but it is worth considering the viewpoints of those leading without authority. He challenges the common view that leadership is the prerogative of those who hold office, because leadership exercised by those without authority or from below is critical for the adaptive success of any organisation. He argues that *"these people – perceived as entrepreneurs and deviants, organisers and troublemakers – provide the capacity within the system to see through the blind spots of the dominant viewpoints"* (Heifetz, 2000:183).

Taking into account the viewpoints of those who lead without authority provides a *"holding environment"* which encourages people to initiate new ideas or innovations and gives them the confidence to solve problems themselves. Such a platform inevitably leads to the understanding that organisations are complex entities, which are continuously affected by change. Moreover, such an understanding *"demands that people discover, invent and take responsibility"* (Heifetz, 2000: 244) and depend less on leaders to provide answers or solutions.

The long-term challenge of leadership in Heifetz's opinion is the development of the adaptive capacity of people to solve complex problems and not to depend on a *"single charismatic individual"* (Heifetz, 2000: 247). Morecroft and Sterman (1994: 4) concur and state that *"learning takes place when people discover for themselves contradictions between observed behaviour and their perceptions of how the 'world' should operate."*

Leadership from Heifetz's perspective also proposes that all members of an organisation be sensitised about the complex nature of their respective organisations (Heifetz and Laurie: 1997:134). Schools are complex organisations and can therefore no longer function as isolated entities or pretend that they are not affected by changes that were brought along by our new political dispensation. The social learning approach therefore helps the principal and staff to accept collective responsibility for the successful transformation of their respective schools in line with our constitutional values.

Calitz *et al.* (2002) are also of the opinion that all schools have a constitutional obligation to promote nation building and to uphold the values and principles, which underpin the Constitution, 1996. Schools can therefore no more uphold an ethos that promotes exclusivity or which is based on a particular ideology, language or religious conviction. They need to accept change and transform, because *"change is endemic to survival" (*Morrison, 2002: 16).

School leaders must however take into account policy requirements by the Education Department to ensure that all schools comply with national legislation and the need to establish a humanistic paradigm that is stimulating enough to encourage staff to intentionally confront challenges, adjust values, change perspectives and learn new habits. Hence, principals have a major task at hand to optimise the balance between the rationalistic paradigm, which promotes bureaucratic control and the humanistic paradigm, which is, based *"on the view of organisations as interactive systems evolving around the need to respond to psychosocial needs of individuals within them"* (Belasen, 2000: 12). These two paradigms require of them to be effective communicators and to promote sound labour relations at the same time.

Morrison (2002: 139) states that communication and sound labour relations are central to effective leadership (Bryman, 1992: 146; Mendez-Morse, 1999: 15 in Morrison, 2002: 139). A study done by Clampitt and Downs (1993) and Gilsdorf (1998) in Morrison (2002: 139) also indicates a close relationship between improved productivity, effective communication and sound labour relations strategies.

In conclusion, it demands a purposeful effort by principals to cultivate a new school ethos, which not only allows staff the freedom to design and adapt existing structures which are accommodative of their psychosocial needs, but also gives staff a greater understanding of their constitutional obligation and role in terms of nation-building.

1.3.4 MANAGEMENT

All governance functions according to the South African Schools Act, 1996 are vested in a school's governing body. These functions include the setting of core objectives in compliance with applicable legislation, regulations and prescribed measures and developing a mission statement for the school, which is aimed at promoting the best interest of the school. The governing body must also adopt a constitution to guide the governing body in all its activities and establish governance processes as prescribed by the South African Schools Act, 1996 to ensure that quality education is provided to learners.

However, according to the South African Schools Act, 1996, it is required of the principal to undertake all professional day-to-day management functions. The Employment of Educators Act, Act 76 of 1998 expects of principals to provide professional leadership, to allocate personnel functions in terms of this Act and to ensure that all governance processes function effectively and efficiently and in compliance with the applicable legislation and prescribed regulations.
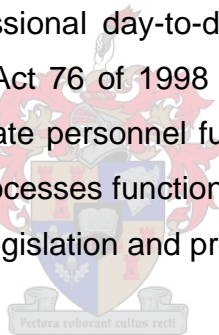
It is also required of them together with the senior management team to implement a good internal administrative system to maintain an efficient and smoothly running school. This enables them to optimise their day-to-day management functions and provide an efficient service to parents, staff and learners. Ferreira *et al.* (2003: 3) are of the opinion that the internal administrative management *"encompasses the process of planning, organising and controlling of all information-related activities"* and describes the administrative function as one of the most important in any organisation.

Lastly, the authors emphasise the fact that it is crucial that administrative managers, that include principals of schools, "*stay abreast of any developments in the administrative and technological field."*

1.3.5 GOVERNANCE PROCESSES

Efficient management is inextricably linked to good governance in schools. Without good governance, schools will not be able to provide quality education. Moreover, good governance not only encompasses all the various processes that are implemented to achieve such objectives, it also entails cultivating a healthy culture and the building of sound human relations.

Schools employ various governance processes to support the curriculum delivery strategy of the school. These processes include financial management, asset management, curriculum delivery management and personnel management. In addition, intervention strategies by the Education Department such as the rollout of best practices at schools are all aimed at improving organisational efficiency and ensure effective teaching (NDOE Report to the Minister, 2003: 44). Kerzner (2004: 46) equates such best practices with "*outstanding critical success factors and key performance indicators*" and defines it as "*reusable activities or processes that continuously add value…*"
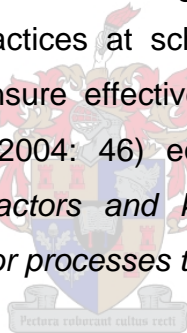
The National Education Department also emphasises the need for good governance of schools to add value to education. It states, in its Corporate Plan for January 2000 to December 2004, that its *"core business is the development and maintenance of the education and training system of our country"* (NDOE, Corporate Plan, 2000: 3). In addition, good governance is underpinned by external or internal policies, regulations, and legislation to ensure accountability and to promote a common understanding of what quality service delivery is all about.

The Framework Agreement for the Transformation and Restructuring of the Public Service therefore expects of all executing authorities of state departments to enhance effective delivery of public services to all communities and to *"accelerate the delivery of services in accordance with the public principles of*

public administration espoused in the Constitution and the Batho Pele principles"
(Public Service Framework Agreement, 2001: 3).

This framework agreement is informed by The Constitution of the Republic of
South Africa, Act 108 of 1996. Section 195 (1) states that public administration
must be governed in terms of democratic values and principles that include
amongst others, a high standard of professional ethics, efficient, economic and
effective use of resources; accountability and transparency (RSA, The
Constitution, 1996). No stakeholder involved in education in South Africa can
therefore ignore the legislative framework, which underpins it and all employees
are legally obligated to adhere to the constitutional values, which underpin our
Constitution.

Lastly, effective and efficient delivery of public services are reliant on the
implementation of proper controls to ensure that governance processes are in
compliance with legislation, mandates, and other regulations.

1.3.6 CONTROLS
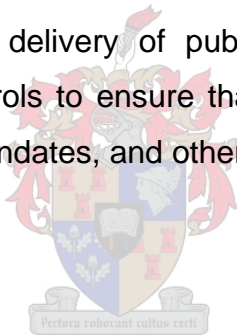
According to the Standards for the Professional Practice of Internal Auditing,
control is regarded as a broad-based management tool, which guides an entity's
overall ability to meet its stated objectives efficiently and effectively. Hence,
control is not only instituted to perform quality assurance, but also to ensure the
reliability and integrity of information, compliance with policies, plans,
procedures, laws, regulations, contracts, the safeguarding of assets and the
economical and efficient use of resources (US, Internal Auditing Course Notes,
2003: 1).

Various control measures are currently implemented by the national Education
Department to ensure that the curriculum delivery process at all schools is
optimised and that quality education is delivered. These include three key quality
assurance mechanisms, which are Whole School Evaluation, Performance

Appraisal for Educators in terms of the Integrated Quality Management System and Systemic Evaluation at Grade 3, 6 and 9 levels.

The National Policy on Whole School Evaluation aims to improve the overall quality of education in South African schools and clearly spells out critical success factors and key performance indicators. Hence the following input, process and output indicators as identified in the National Policy on Whole School Evaluation are assessed to determine whether schools provide quality education.

Input indicators consist of the main characteristics of each grade of learners, the school's infrastructure, funding and professional and support staff. Process indicators demonstrate how well schools achieve their goals. These include the effectiveness with which schools try to ensure effective governance, leadership and management, safety and security measures, and the quality of teaching. Output indicators consist of achievements in academic standards, standards of behaviour and rates of punctuality and attendance (NDOE Whole School Evaluation Policy, 2001: 6-7).

Schools are also subject to a wide range of resolutions, regulations, codes, procedures, frameworks, etc. These policies are developed by the Education Labour Relations Council (ELRC), South African Council for Educators (SACE), national and provincial education departments, district offices, school management teams and governing bodies. The Department of Education emphasises that *"when drawing up each policy, the school must always act within the framework of the Constitution, the Bill of Rights, as well as national and provincial policies"* (NDOE Employment, Induction and Orientation of School-based Educators, 2000: 47).

Lastly, external and internal policies are important control measures to ensure compliance, to develop and sustain a culture of quality teaching and learning and to evaluate the school's curriculum delivery process. All these control

systems in education are implemented in terms of various legislation frameworks such as those outlined in Table 1.3.

Table 1.3 Legislation framework governing South African schools

Governing legislation:
Constitution of the Republic of South Africa, Act 108 of 1996
Constitution of the Western Cape, Act 1 of 1998
Enabling legislation:
South African Schools Act, Act 84 of 1996
National Education Policy Act, Act 27 of 1996
Further Education and Training Act, Act 98 of 1998
General and Further Education and Training Quality Assurance Act, Act 58 of 2001
Employment of Educators Act, Act 76 of 1998
Public Finance Management Act, Act 1 of 1999
Western Cape Provincial School Education Act, Act 12 of 1997
Division of Revenue Act, Act 1 of 2003
Public Service Act, Proclamation 103 of 1994
South African Qualifications Authority Act, Act 58 of 1995
Adult Basic Education and Training Act, Act 52 of 2000

(WCED Online Index to Legislative Acts: 2004)

1.3.7 MODEL CONSTRUCT

De Coning and Cloete in Cloete and Wissink (2000: 24), describe a model as *"a representation of a more complex reality that has been oversimplified in order to describe and explain the relationships among variables, and even sometimes to prescribe how something should happen."* Wallace and Poulson (2003: 13) in addition, describe educational models as a *"small bundle of concepts and their relationship to each other. They tend to refer to a specific aspect of a phenomenon, which may be incorporated as part of a broader theory."* They also state that a model of a specific phenomenon in education deals with a specific

sequence of activities that systematically outlines how to deal with that phenomenon in a particular setting. Such a model may or may not be *"informed by research or practical experience."*

The proposed governance model qualifies as such, because it provides school principals and senior management staff with the understanding how to manage change in terms of principles, which are derived from the complexity theory. Complexity theory explains that no system is stagnant, but that it constantly changes, adapts, learns and evolves due to the interaction between very simple units and the impact it consequently has on the whole system (Williams, 1997; Flake, 1998).

Morrison (2002: 191) is of the opinion that *"an understanding of complexity theory informs the development of the practice of school leadership coherently and richly; it suggest new paths to follow which, in an ever-changing world is important."* It also provides principals with the insight to look at the school educational system as a whole in order to advance organisational effectiveness at strategic level and organisational efficiency at operational level. Moreover, such a holistic approach in terms of organisational development in schools will certainly help principals to improve the quality of teaching and learning at their respective institutions and lay the foundation for continuous organisational development to effectively managed change.

Schwella in Fox *et al.* (1991: 241) describes organisational development as an applied behavioural science, which employs a systematic process, underpinned by democratic and humanistic values, to solve organisational problems. The governance model therefore consists of three components: diagnosis, action and process maintenance, contained in the organisation development process (French and Bell, 1984: 63 in Fox *et al.* 1991: 244).

The diagnostic component identifies leadership weaknesses and what strategies principals can employ to overcome these weaknesses. These strategies include

the employment of appropriate leadership principles at strategic level and the implementation of effective communication and labour relations strategies to ensure effective leadership.

The action component deals with practical and corrective actions that must be taken in terms of the various management roles, which is required of principals at operational level and the structuring of governance processes to ensure efficiency at all levels of the system.

The process maintenance component deals with implementation of controls to determine the effectiveness of leadership and efficiency of governance processes. It also assists in the evaluation of results to determine whether these governance processes are solving those problems and weaknesses, which were identified (Fox, *et al.,* 1991: 244-247).

Schwella in Fox *et al.* (1991: 241) asserts, *"The essence of organisational development process is the notion of process… (which) is underpinned by an action research model."* Figure 1.2 illustrates the key components of action research that forms the core construct of the proposed governance model for South African schools and features a systematic and holistic school development process for improved governance and delivery of quality education.

GOVERNANCE MODEL FOR SOUTH AFRICAN SCHOOLS

THE DIAGNOSTIC COMPONENT
LEADERSHIP PRINCIPLES

SHAPING CLIMATE	INSPIRE AND STIMULATE	DELEGATE TASKS	INFLUENCE AND MOBILISE	STIMULATE ENTREPRENEURIAL CREATIVITY	VALUE CONFLICT AND PAIN

OPTIMISE THE BALANCE BETWEEN THE RATIONALISTIC AND HUMANISTIC PARADIGMS

HUMANISTIC PARADIGM EFFECTIVE COMMUNICATION	**RATIONALISTIC PARADIGM** SOUND LABOUR RELATIONS

THE ACTION COMPONENT
OPERATIONAL MANAGEMENT ROLES

Personal Management Role - **Managing Yourself**	Personnel Management Role - **Managing Staff**	Programme and Project Management Role - **Managing Programmes and Projects**	Process Management Role - **Managing Governance Processes**	Public Management Role - **Managing Stakeholders**

GOVERNANCE PROCESSES

CURRICULUM	**GENERAL MANAGEMENT**	**MAINTENANCE**
Department Administration	Governing body Administration	Budget Administration
Learning Area Administration	Office Administration	Costing Administration
Extra- and Co-Curricular Administration	Class Administration	Accounting Administration
ICT Administration	Human Resources Administration	Procurement Administration
Learner Administration	Parent Administration	Asset Administration
Quality Assurance Administration	Partnership Administration	Building, Grounds and Equipment Administration
	Safety and Security Administration	
	External /Internal Audit Administration	

THE PROCESS MAINTENANCE COMPONENT
CONTROL AND QUALITY ASSURANCE

WHOLE SCHOOL EVALUATION	SYSTEMIC EVALUATION	STAFF PERFORMANCE APPRAISAL	INTERNAL AND EXTERNAL AUDITING OF GOVERNANCE PROCESSES	RISK MANAGEMENT

Figure 1.2 A Governance model for South African schools

1.4 RESEARCH STATEMENT

The lack of leadership and management capacity at many educational institutions and the inability of the school leadership to manage change and translate school allocations into appropriate non-personnel resources is a crucial area in education, which is in need of serious intervention. Such intervention as articulated in the 2003 Report on the Financing, Resourcing and Costs of Education In Public Schools, include laying the groundwork for Section 20 schools for conversion to Section 21 schools, providing the best management training materials in the areas of financing and resourcing and introducing best leadership and management practices at schools.

1.5 RESEARCH OBJECTIVES

This study intends to develop a governance model for schools in South Africa to empower school principals and senior management teams with essential leadership and management competencies, which will enable them to improve the quality of education provided by their institutions. It focuses therefore on leadership approaches, which promote teamwork and empowerment, effective communication practices, sound labour relations and appropriate management roles for the principal.

Particular emphasis is also placed on those governance processes applicable to the translation of monetary allocations into appropriate non-personnel resources, such as budgeting, costing, information technology and controls in terms of accepted internal and external evaluation and auditing practices.

West Bank secondary school was used as a case study to experiment with and study the impact of appropriate leadership approaches, management roles, governance processes and controls. This integration of existing research and practice knowledge at West Bank secondary school extends the scope of

application of the governance model to all schools in South Africa and elsewhere in the world.

1.6 RESEARCH DESIGN

The research design focuses on the development of a governance model for South African schools, which is based on the integration of theory with practice. West Bank secondary school is used as case study to evaluate the impact of the governance model since the researcher was tasked with the responsibility to establish West Bank secondary school in July 2004. This opportunity provided him with an opportunity to employ and experiment with appropriate leadership approaches, management roles, governance processes and controls to inform the construct and content of the governance model.

The purpose of this governance model is to assist principals to manage Section 21 schools successfully and to ensure that appropriate governance processes are implemented to sustain the delivery of quality education not only at these schools, but also at those that still function as Section 20 schools. The research design is therefore underpinned by participatory action research, to determine appropriate leadership and management approaches to overcome challenges and problems, which affect the quality of education at educational institutions located in challenging socio-environment environments, such as Wesbank on the Cape Flats. Babbie and Mouton (2001: 315, 320) state that participatory action research *"…is often directed towards finding solutions to practical or concrete problems."*

According to Schwella in Fox *et al.* (1991: 242), "*action research is the basic intervention model that runs through most organisational efforts.*" Hence, constructive organisational development depends on continuous qualitative research in the field of leadership and management at education institutions in order to determine the most appropriate leadership and management approaches and best governance processes for them.

Such appropriate governance processes enable school governance and management teams to provide and sustain quality education despite prevailing challenging socio-economic conditions. It also places a greater responsibility on school management teams and governing bodies to take ownership of all processes, which seek to address the existing disparities and past injustices in a practical and concrete way.

Furthermore, the research design focuses on three components: diagnosis, action and process maintenance, contained in the organisation development process (French and Bell, 1984:63 in Fox *et al.,* 1991: 244). The diagnostic component identifies leadership weaknesses and focuses on the identification of appropriate leadership principles to manage schools as complex organisations. The action component deals with various operational management roles and practical and corrective actions, which the principal can employ to ensure efficiency at operational level. The process maintenance component deals with implementation of controls to determine the effectiveness of leadership and efficiency of governance processes (Fox *et al.,* 1991: 244-247).
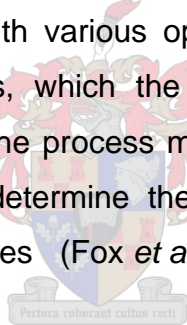
The diagnosis, action and process maintenance components also include practical illustrations of effective leadership and efficient management practices employed at West Bank secondary school.

Lastly, it also focuses extensively on theoretical leadership and management principles in order to extend the applicability of the governance model beyond the confines of West Bank secondary school. Senge (1994: 28) is of the opinion that theory helps us to significantly improve our understanding of how things work in practice and that this *"synergy between theories, methods and tools lies at the heart of any field of human endeavor that truly builds knowledge."*

1.7 RESEARCH METHODOLOGY

The scope of the research methodology encompasses an in-depth evaluation of all governance functions and management practices initiated at West Bank secondary school. More specifically, it focuses on leadership, communication, labour relations, management, governance processes and controls, which are relevant in terms of the governance model construct.

All governance functions, according to the South African Schools Act, 1996 are vested in a school's governing body, whilst the senior management team is responsible for all day-to-day professional management functions. The principal plays a central role in the governing body as well as the senior management team and this allowed the researcher to analyse and research the impact of applicable theoretical principles, which underpinned the initiating, organising, implementing, monitoring and evaluation of all governance and management functions at the school.

The researcher accessed and assessed all relevant documentary sources that contain detail and data of all governance and management processes instituted at West Bank secondary school. These documentary sources or evidence provide valuable insight into the governance functions executed by the governing body and the day to day management practices employed by the principal and senior management team.

The researcher has also done extensive research in complexity theory and how these principles are relevant in terms of school leadership and management. Kauffman (1995) in Blackman (2001) states that complex management involves democratic problem-solving and decentralised decision-making processes rather than central control and conformity. In addition, Strathern (2000) and Dryzek (1990) in Blackman (2001) also state that *"communication, learning, common purpose or alignment, and continuous adaptation and improvement"* are essential features of complex organisations or human systems. Complex

management furthermore does recognise the importance of control, but opposes the notion of coercive accountability. Management based on complexity theory entails *"a whole systems approach and includes within its frame of reference the wider environment, so that organisational performance is seen not just as a function of organisational capability but also of the types of environment in which organisations work"* (Blackman, 2001). The aim of this research is not only to determine the usefulness of leadership and management complexity theory in education, but also to determine the appropriateness of these theories and principles at West Bank secondary school.

Lastly, the research methodology consists of a purposeful attempt to apply theory in practice, not only for the purpose of developing a governance model for South African schools, but also to illustrate the universal relevance of the leadership and management theory and principles in practice. Babbie and Mouton (2001: 283) are of the opinion that such *"case studies have great potential for theory development"* and that it provides the opportunity to measure the impact of theory in practice.
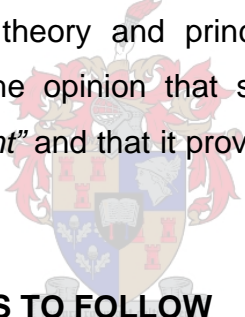
1.8 SUMMARY OF CHAPTERS TO FOLLOW

The following chapters provide an in-depth and systematic analysis of the various components of the governance model.

Chapters two, three and four constitute the diagnostic component of the governance model. The diagnostic component enables principals to identify weaknesses in his or her leadership approach and proposes an array of strategies, which principals can employ to overcome these problems. These strategies include the employment of appropriate leadership principles at strategic level and the implementation of an effective communication and labour relation's strategy to support effective leadership. Effective communication and sound labour relations seek to optimise the balance between those processes aimed at promoting effective human relations and those processes, which are

informed by legislation and departmental policies which foster organisational efficiency.

Optimising this balance between the humanistic and rationalistic paradigm is a fundamental requirement for the successful transformation of South African schools into self-organising, complex, emergent and non-linear organisations.

Chapters five, six, seven and eight constitute the action component. The action component outlines practical and corrective management actions at operational level and the implementation of specific governance processes applicable to the translation of school allocations into appropriate non-personnel resources, such as budgeting, costing and information technology.

Chapter nine constitutes the process maintenance component, which deals with solving problems and weaknesses at institutional level as well as comparing and evaluating performance results of schools nationwide. The implementation of controls supports the quality assurance initiatives, such as whole school and systemic evaluation and performance appraisal, which are currently undertaken by the national Department of Education.

Chapter ten concludes the study with a summary of the various components of the governance model and a motivation of the significant impact it can have on the quality of leadership, management, governance processes and controls at schools and other state institutions also.

Herewith a schematic representation as outlined in Table 1.4 of the chapters to follow.

Table 1.4 Schematic representations of chapters to follow

CHAPTER TWO LEADERSHIP PRINCIPLES		
CHAPTER THREE EFFECTIVE COMMUNICATION		**CHAPTER FOUR** SOUND LABOUR RELATIONS
CHAPTER FIVE OPERATIONAL MANAGEMENT ROLES		
GOVERNANCE PROCESSES		
CHAPTER SIX BUDGETING	**CHAPTER SEVEN** COSTING	**CHAPTER EIGHT** INFORMATION AND COMMUNICATIONS TECHNOLOGY
CHAPTER NINE CONTROL AND QUALITY ASSURANCE		
CHAPTER TEN SUMMARY		

CHAPTER TWO

APPROPRIATE SCHOOL LEADERSHIP APPROACHES FOR THE PRINCIPAL

2.1 INTRODUCTION

The Wesbank housing project was launched in 1999 to provide approximately 5145 low-cost housing units to families in need of low-cost housing and basic services, such as water, electricity and sewerage removal. It is also one of the first racially integrated communities established after 1994 and families from diverse backgrounds were given the opportunity to acquire a house in the area. This community is however severely affected by unemployment, poverty and crime, a lack of infrastructure and intense power struggles between opposing factions (Foundation for Contemporary Research, Poverty Alleviation Strategies, 2002: 12-13).

The establishment of West Bank secondary school and the context, in which it all occurred, presented many challenges to the principal and staff. The aforementioned challenges were further compounded by an influx of learners from diverse backgrounds and adverse socio-economic conditions. Not only did these challenges pose a serious threat to the progress and stability of the school, but it also served as a fertile breeding ground for ill discipline and indifference amongst some learners enrolled at the school.

Another challenge relates to the systemic changes, which resulted from post-apartheid education legislation and the democratic values, which underpin our Constitution. These systemic changes encompass the introduction of the new outcomes based curriculum, the allocation of Section 21 management functions, the abolition of corporal punishment, the establishment of a dual medium language framework and the introduction of new systems of control such as Whole School Evaluation and the Integrated Quality Management System.

Given the complexity of the socio-economic and systemic challenges, management had to adopt a whole systems approach in order to develop an organisation with organisational capability that could systematically and innovatively deal with these challenges. Hence, leadership and management principles drawn from complexity theory served a useful purpose in that it assisted the school management of West Bank secondary school to demonstrate effective leadership and establish a modern school, which are learner and community focused. Moreover, it inspired a shift from central control and conformity and brought about democratic problem-solving and decentralised decision-making processes based on effective communication, continuous learning, common purpose, continuous change and improvement.

2.2 PRACTICAL APPLICATIONS OF COMPLEX LEADERSHIP PRINCIPLES

This section outlines leadership principles, which underpin the transformational leadership and social learning leadership approach respectively. It furthermore demonstrates the practical application of complex leadership principles which were applied at West Bank secondary school, and provides principals with practical strategies to transform dysfunctional schools into functional schools. These principles are as follows:

- Shaping the school's organisational climate and interpersonal environment;
- Delegate tasks to educators to promote ownership;
- Inspire and stimulate educators intellectually;
- Manage change;
- Stimulate entrepreneurial creativity amongst educators;
- Managing conflict and pain – essentials for growth and renewal.

2.2.1 SHAPING THE SCHOOL'S ORGANISATIONAL CLIMATE AND INTERPERSONAL ENVIRONMENT TO FACILITATE CHANGE

Shaping the school's organisational climate and interpersonal environment are important prerequisites to transform schools into learning organisations, to effectively manage the integration of learners from diverse racial and cultural backgrounds and to effectively manage changes in language instruction, the curriculum and education and labour laws. Robbins (1990: 401) is however, of the opinion that many schools are resistant to change and are content with the way they have been operating for many years. He also claims that some continue to use *"the same teaching technology today as they were fifty years ago."*

The high degree of social engineering, which existed during the period of apartheid, also left an indelible mark on the ethos of many schools. Schools struggle to cope with the demands of our new democratic dispensation and as such limit access to learners or educators from other race groups in terms of the school's language, religious or admission policies. They also do not have systems in place to assist parents, educators and learners from diverse backgrounds to overcome racial or cultural prejudice and acclimatise to new circumstances.

Effective and visionary leadership at schools are therefore required to rethink strategies and to facilitate programmes aimed at breaking down language, religious, racial and gender barriers, so that schools become cosmopolitan institutions where every person's human dignity is respected and where everyone can exercise their right freely to acquire quality education and without prejudice. Harris and Lambert (2003) in Bennet and Anderson (2003: 89) agree and state: "*Effective leaders are needed to sustain innovation and are at the heart of capacity building for school improvement."* Belasen (2000: 379) is also of the opinion that the demands of the postmodernistic world place a

tremendous responsibility on leaders *"to rethink radically how to move people and successfully revitalize and navigate organisations in their domain of operations."*

The continuous integration of communities also challenges school governing bodies and management teams to rethink outdated and exclusive policies and practices, which reflect the cultural or religious identity of a particular section of the school community. Schools can also no longer be viewed as isolated entities, which are not affected by the major changes and must be viewed as part of a larger and more complex society. Principals must therefore initiate the development of inclusive policies and practices to accommodate learners from diverse backgrounds and develop strategies, which take into account the tremendous impact that social, economic and technological changes have on communities globally (Bester in Calitz *et al.,* 2002: 129).

Anderson (1992: 66) proposes six steps in the Transforming Leadership Model which leaders can follow to *"develop people and to bring a vision of human and organisational transformation into reality"* but warns against the assumption that such a process as outlined in Table 2.1 is a *"rigid, linear, step-by-step process."*

Table 2.1 Shaping the school's organisational climate and interpersonal environment

Step One: <u>Envisioning</u>
The first step requires imagination, creativity and an understanding of the history of a group or organisation so that what is possible in the future can be more accurately and realistically specified and articulated.
Understanding the history of Wesbank and given the fact that it is one of the first racially integrated housing projects on the Cape Flats, required that the school had to provide for the needs of a diverse student composition. Intense consultation with community organisations was also required which resulted in the appointment of a teaching staff, consisting of 22 coloured, 5 black and 2 white educators. Recruitment of staff took into account the specialist academic

background and commitment towards the education of the learners and the upliftment of the Wesbank community in general.

Step two: Planning

Once a vision is captured, it can be built upon through carefully specifying just how, where, and when a thing can best be done, and who might best do it.

The vision of West Bank secondary school focused on giving all learners in the area equal opportunity to receive quality education. Careful planning was therefore required, given the socio-economic conditions and many challenges, which threatened the learning process. Such planning resulted in a learning strategy, which was more skills oriented, and the introduction of additional subjects, such as Art, Home Economics, Needlework, Dance, Tourism and Music to empower learners with skills and knowledge. The aim was also to improve learner's chances of successfully completing a diploma or degree at a tertiary institution, alternatively finding employment once they finish school and to enable them to live a self-reliant life as adults. Planning also involved putting governance processes in place to acquire Section 21 status in order for the school to procure its own resources for the various departments and to fulfill all requirements timeously for effective learning and teaching to take place.

Step three: Teaming

Selectively giving responsibility to others involves building harmonious and productive teams by placing people in appropriate groupings they see as desirable, giving them tasks appropriate to their strengths and interests, and supporting them emotionally and physically in the process of their taking responsibility.

The establishment of various teams was initiated at West Bank secondary school and all educators were encouraged to join a specific team in terms of their interest, their experience and specialised skills and knowledge. These teams were responsible for the development and implementation of internal and external policies, to oversee certain operations and other duties as required. Teams included the finance, procurement, learner management, curriculum, sports, cultural, library, computer and maintenance team. Each team elected its own leader and met regularly in order to design internal policies, which comply

with legislation and departmental regulations. Each team was also responsible for the effective implementation of policies and best practices. Moreover, team leaders were not only responsible for facilitating meetings, but had to act as a resource person.
Step four: <u>Motivating</u> *Once there is some acceptance established, motivation must develop inside of people on a continuing basis, or the plan will not realised to the level of quality originally envisioned, or within the time allotted.*
Various team-building exercises and in-service training courses were also initiated at West Bank secondary school to motivate staff. Senior management positions were also rotated to provide interested staff members with a chance to be part of the senior management team, to empower them and to inculcate the principle of ownership.
Step five: <u>Evaluating</u> *Evaluation of the results of a change effort is tricky but necessary business. It is important both in terms of making improvements on the plan but important also in being able to jointly celebrate a specific level of success.*
Staff was sensitised to the fact that evaluation was not a punitive exercise, but a mechanism to determine the effectiveness and efficiency of processes. Monitoring became a shared responsibility and each team took it upon themselves to monitor policy implementation and to evaluate the success of policy outcomes. Regular review sessions were introduced to evaluate processes, to introduce alternatives or new developments and to acknowledge excellence.
Step six: <u>Recycling</u> *Periodically, after a time of evaluation, all steps in this process need to be repeated so that false assumptions are not made about how events are going or how they should best go. Rethinking the vision, re-formulating and re-negotiating the plans, finding new motivators, re-grouping for greater harmony and productivity and re-evaluation all keep people and organisations alive to what is real and to what has positive change potential.*
Special team meetings were held at least once a semester at West Bank

secondary school to allow team members to analyse the impact of policies or operations and suggest alternatives. Certain governing body member meetings were structured in such a way as to stimulate critical thinking and to review those operations, which are not serving the best interest of learners. In addition, site stewards of the various teacher unions, such as SADTU and NUE, had to engage their members in analysing policies and operations critically and to recommend changes.

Lastly, the aforementioned principles significantly contributed towards the establishment of an organisational climate and interpersonal environment conducive for quality teaching and learning at West Bank secondary school. It laid the foundation for the development of staff and assisted in bringing about a vision of human and organisational transformation. Such human and organisational transformation is indeed essential and provides a higher form of leadership to deal effectively with the increasing demands from parents, education departments, low morale amongst educators, limited resources and other negative factors.
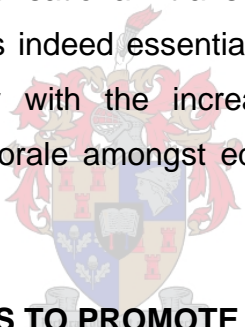
2.2.2 DELEGATION OF TASKS TO PROMOTE OWNERSHIP

Another important leadership principle applied at West Bank secondary school relates to the issue of delegation. Staff members were invited to apply for two acting deputy and five head of department positions. Each candidate was allowed to act for one term and had to perform certain tasks, which were delegated by the principal. The aim of delegation was to assist the principal in his daily tasks, to capacitate the prospective applicants with senior management skills and to promote ownership.

Avolio and Bass (1991) in Bass's (1998: 147) research about transformational leadership identify delegation as the most common approach to empower followers. They extensively reviewed literature on delegation and identified twenty ways as outlined in Table 2.2 to ensure that delegation is effective:

Table 2.2 Twenty ways of delegation

Share problems; offer suggestions and appropriate alternatives for completing an objective.
Give information necessary to do the task.
Maintain an appropriate level of personal responsibility.
Empower followers with the authority to get the job done.
Give support and encouragement as needed.
Allocate necessary resources to complete the job.
Request progress reports.
Review effects of delegated performance.
Provide praise and rewards for successfully accomplishing objectives.
Avoid intervening, unless requested to do so by followers.
Delegate the appropriate level of responsibility and authority to followers based on their needs and capabilities.
Assume that some mistakes may occur before the follower becomes proficient at the task.
Expect that it may initially take longer for the follower to complete the task than if you did it yourself.
Consider how the delegation of a task to one follower might affect another follower, co-worker, and/or supervisor.
Make sure the task's objective is clear, specific, and acceptable to the follower.
Try to use delegation to manage both performance and development.
Try to delegate tasks to followers that are meaningful and of interest to them.
Explain to your followers why you have chosen them to do the task.
Distinguish initially how much control you want to retain over the process and product of their efforts.
Try not to delegate tasks too often that you would not enjoy performing yourself.

The aforementioned principles provided a very good framework to the principal and governing body to determine the level of accountability, responsibility,

consultation and informing which had to be applied in all instances where duties were delegated. Figure 2.1 illustrates duties delegated to the vice-principal.

CURRICULUM CO-ORDINATOR	PORTFOLIO: ▪ Learning Programmes and Work Schedules ▪ Lesson Planning ▪ Rubrics Lesson ▪ Presentations ▪ Classroom Management and Resources

RESPONSIBLE
VICE-PRINCIPAL

ACCOUNTABLE
PRINCIPAL

CONSULT
SMT and EDUCATORS

INFORM
WCED / PARENTS

LEARNING PROGRAMMEMEME:
▪ Phase long plan for a learning area
▪ Ensures that the learning outcomes and assessment standards are effectively and comprehensively attended to in a sequential and balanced way
▪ Ensure appropriate weighting of learning outcomes for the learning area

WORK SCHEDULE:
▪ A year long plan that shows how teaching, learning and assessment will be sequenced and paced in a particular grade

LESSON PLAN AND RUBRICS
▪ Describes in detail the learning and assessment activities
▪ Lesson plans range in length from a single lesson to several weeks and are detailed plans of learning activities in which co-operative learning forms an integral part of the instructional process
▪ Rubrics are crucial instruments to evaluate the progress of learners in terms of particular criterion

LESSON PRESENTATION AND CLASS ROOM MANAGEMENT:
▪ Use co-operative learning strategies: jigsaw, co-op co-op, pairs and numbered heads together
▪ Cater for the learner's learning style: auditory, visual, tactile
▪ Introduce small group skills: Initiator, Gatekeeper, Listener, Harmoniser, Evaluator

DUTIES OF CURRICULUM CO-ORDINATOR (VICE-PRINCIPAL): All duties are prescribed by the Employment of Educators Act, 1998
▪ Coordinate the implementation of the curriculum policy
▪ Ensures the school curriculum follows the national and local curriculum guidelines and that it is well structured and effective
▪ Give guidance in terms of the quality and range of the curriculum and assessment standards and coordinate the compilation of learning programmes, work schedules, lesson plans
▪ Give guidance in terms of appropriate and effective teaching and learning practices and ensures that the principles of co-operative learning is integrated with learning activities
▪ Coordinate the implementation of the homework policy
▪ Ensure that resources are made available and collaborate with the HOD procurement in this respect
………………………………………………………………………………………
▪ To assist the principal in managing the school and promoting the education of learners in a proper manner
▪ To maintain a total awareness of the administrative procedures across the total range of school activities and functions
▪ To assist the principal in his/her duties and to deputise for the principal during his/her absence from school
▪ To assist the principal, or if instructed to be responsible for school time tabling, duty roster, arrangements to cover absent staff, implementation of school calendar, co-ordination of the work of subject committees and groups, INSET, developmental programmes and arranging teaching practice
▪ To assist the principal in overseeing the functioning of the TST, learner counseling and guidance, discipline, attendance, and general welfare of learners
▪ To assist the principal to play an active role in promoting extra and co-curricular activities, to participate in departmental and professional committees, seminars, appraisal processes, liaise with community organisations, structures, committees, groups, etc. crucial to the school

Figure 2.1 Specific duties delegated to the Vice-Principal

Lastly, delegating tasks instills confidence in educators and enables them to demonstrate their leadership and management capabilities at a higher level. However, it is important to note that principals delegate duties to educators with the understanding that they must execute such duties with a great degree of discretion and that the principal must remain accountable for any consequences, which may result from any delegated actions (Gildenhuys, 2004: 99).

2.2.3 INSPIRE AND STIMULATE EDUCATORS INTELLECTUALLY TO UNDERSTAND CHANGE AND EMBRACE IT AS A NORM

According to Cornish (2004: 54), no one can deny the impact of change, because it affects all of us, by shaping our future prospects at work or our interpersonal relationships. It is therefore essential that principals inspire and stimulate educators intellectually to understand change and embrace it as a norm. Moreover, an important prerequisite for such inspiration and intellectual stimulation is a school environment which encourages forward thinking and which focuses on harnessing a culture of transformation and integration instead of self-preservation.
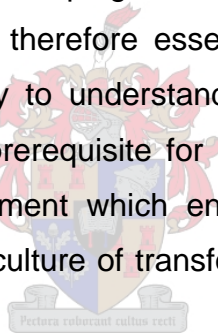
Belasen (2000: 327) is of the opinion that the complex environment in which organisations operate requires of management to accept that change is inevitable. He proposes that "*learning organisations must develop key competencies and mindsets that embrace change as a norm.*" Such a mindset will enable them to deal effectively with the *"complex, dynamic, self-organising and apparent chaotic"* environment in which organisations must compete for market share or deliver a public service (De Coning and Cloete, 2000: 44).

Schools are also operating in a complex and dynamic environment and need not experience it as intimidating or something unable to manage. On the contrary, it poses a challenge to principals and all stakeholders to embrace change and to accept that we live in a complex world where change is inevitable.

Evans (1996: 494) supports this viewpoint and is of the opinion that *"practitioners and academics who learn to recognise that the instability and diversity characteristics of complex human organisation are opportunities for evolution and creativity, rather than causes for concern and control, exhibit the kind of insight and leadership that governance requires."* A note of caution however - principals must balance the need for random change with that of organisational stability. Robbins (1990: 403) concurs: *"Every organisation needs stability to function. If an organisation reacted to every change stimulus, it would lose the consistent, goal-directed behaviour that makes a group of people into an organisation."*

Dubrin (2000: 281-284) underscores the importance creativity, inspiration and intellectual stimulation and is of the opinion that transformational leadership requires a *"combination of charisma, inspirational leadership, and intellectual stimulation"* to change an organisational culture in which followers are lackluster and content with the mediocre. He lists the following qualities in Table 2.3, which characterise charisma, inspirational leadership and intellectual stimulation.
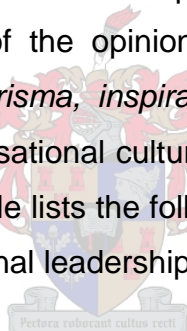
Table 2.3 Qualities that underpin charisma, inspirational leadership and intellectual stimulation

Vision	*Charismatic leaders offer an exciting image of where the organisation is headed and how to get there.*
Masterful communication style	*To inspire people, charismatic and transformational leaders use colourful language and exciting metaphors and analogies.*
Inspire trust	*People believe so strongly in the integrity of charismatic leaders that they will risk their careers to pursue the leader's vision.*
Help group members feel capable	*A technique that charismatic leaders often use to boost their follower's self-image is to let them achieve success on relatively easy projects.*

Energy and action orientation	*Similar to entrepreneurs, most charismatic leaders are energetic and serve as a model for getting things done on time.*
Intellectual stimulation to others	*Transformational leaders actively encourage group members to look at old problems or methods in new ways, to rethink problems and reexamine old assumptions.*
Provide inspirational leadership	*Transformational leaders emotionally arouse people to the point that they want to achieve higher goals than they thought of previously.*

The above-mentioned qualities laid the foundation to deal effectively with conflicting values and belief systems at West Bank secondary school and raised the consciousness of everyone in terms of their moral values such as *"liberty, justice, equality, peace and humanitarianism"* (Politis, 2002: 188). Steps were therefore taken to involve staff members in many community projects as illustrated in Figure 2.2. They were motivated to take ownership of projects in partnership with the many organisations that supported the school with the establishment of a school library, school garden, adult classes, extra-mural programmes and many other learner development programmes.

Figure 2.2 Community projects initiated at West Bank secondary school

Learners were also continuously sensitised about the value of quality education and all the opportunities provided by the school. Educators were encouraged to redefine their roles in view of the prevailing socio-economic circumstances in the Wesbank community and the tremendous negative impact it has on learner achievement. Extensive networking with NGO's, businesses and other tertiary institutions resulted in many positive activities intended to cultivate community pride.

The views that West Bank secondary school could succeed against all odds, that the Wesbank community's progress depends to a large extent on the quality of education provided by the secondary school and that employment opportunities are directly linked to better education were distinctly articulated at all parent meetings, assemblies and small group discussions. This vision was therefore not limited to providing quality education to all learners, but it was inseparably linked to a vision, which seeks a better future for the West Bank community. According to Anderson (1992: 72) *"envisioning, communicating and creating and improved future for self, any other person, group or organisation"* enables leaders to make vision a practical reality. He also lists additional attitudes and characteristics as outlined in Table 2.4, which are essential to realise vision.

Table 2.4 Characteristics of transformational leaders

Exceptional health and physical fitness
Continuous peak performance
Self-management through self-mastery
Mental agility
Concentration
Learning from mistakes
Results-driven and orientation
Embrace the concept of life-long learning
Development of teams to accomplish results
Ability to manage change for future success
An openness to new perspectives

Caring
Intense love for the profession in which leadership position is held

These aforementioned leadership traits certainly impacted positively on the successful establishment of West Bank secondary school and contributed significantly to promote the school as a credible and community-oriented institution. However, one cannot only ascribe the success of West Bank secondary school to the application of transformational leadership principles only and one has to consider the impact of the application social learning leadership principles as well.

Considering the impact of social learning leadership principles brings in another perspective, which shifts the emphasis away from leadership characteristics such as charisma and imposition of the personal value system of leaders on followers and to adaptive work and empowerment of followers. Heifetz in his social learning leadership approach asserts that to avoid such *"arrogance and grandiose"* which underpin charisma, leaders should rather mobilise people in such a way that they do not only depend on them to solve challenges or problems, but that they develop the ability to adapt to new situations and solve their problems themselves (Heifetz, 2000: 26).

Lastly, the social learning leadership approach is based on the premise that organisations or people face adaptive challenges all the time. This requires of leaders to provide an environment, which encourages people to *"take responsibility for the problematic situations that face them"* (Heifetz and Laurie, 1997: 134 and to solve problems themselves. Such a platform inevitably leads to the understanding that organisations are complex entities which are continuously affected by change and which *"demand(s) that people discover, invent and take responsibility"* and depend less on leaders to provide answers or solutions (Heifetz, 2000: 244).

2.2.4 INFLUENCING AND MOBILISING STAFF TO FACE PROBLEMS

Schools are not stagnant, but are complex and dynamic entities (Morrison, 2002). The principal plays an important role in terms of influencing and mobilising staff to accept this reality and to use their talents and skills to respond successfully to complex issues and changes. De Coning and Cloete (2000: 44) support this notion and state that according to Overman (1996: 490), "*the image of organisations as complex, dynamic, self-organising systems will improve our ability to manage change in times of apparent chaos and transition to new orders of being.*"

Hence, it is important to examine aspects of complexity theory to understand the inter-connectedness of all the varied parts of the educational system and to use this understanding to influence and mobilise staff to solve problems themselves and manage change successfully. Furthermore, such influence and mobilisation depend on some essential features of complexity theory, such as effective communication, life-long learning, common purpose or alignment, continuous adaptation and improvement (Strathern, 2000 and Dryzek, 1990 in Blackman, 2001).

Complexity theory also teaches us that change, which may seem insignificant, can have a substantial impact at other levels within or outside of an organisation (Morrison, 2002). What the impact will be nobody can accurately predict, however endless possibilities exist in our wider environment to influence policies in a way that will be beneficial to our own futures and those of others (Cornish, 2004: 62). Blackman (2001) therefore calls on leaders to employ a whole systems approach, which takes into account the wider environment and the interconnectedness of all its various parts. This implies that principals cannot manage schools as an isolated entity or an *"island of traditionalism"* (Morrison, 2002: 11), but that they should employ a democratic problem-solving and decentralised decision-making processes in order to fully comprehend how change at one level is going to affect the school system at another level.

Morrison (2002: 11) describes schools, which employ a whole system approach, as postmodern schools and supplies us with a very useful comparison in Table 2.5 that outlines the differences between a modernistic school and postmodern schools.

Table 2.5 Differences between modernistic and postmodernistic schools

MODERNISTIC SCHOOLS	COMPLEX, POSTMODERN SCHOOLS
Command-and-control management	Facilitatory-and-empowering management
Hierarchical	Flatter management
Bureaucratic	Teamwork and matrix structures
Departmentalised	Multi-team membership
Closed	Open
Demarcated	Flexible boundaries
Specialised	Multiple abilities/intelligences
Mechanistic	Organic/flexible/changing
Technocratic	Person-centred
Absolutist values	Shared values
Controlling	Self-organising / autonomy
Predictability	Unpredictable

This comparison of modern versus postmodern principles provides principals with a comprehensive understanding of what change implies for schools and clearly illustrates what is expected of principals to manage change in schools effectively and deal innovatively with the many challenges present in the wider environment. Moreover, Goddard in Bennet and Anderson (2003: 89) is of the opinion that *"the art of successful school leadership lies in relating together the demands of the environment, the students, the community and the staff, so creating and understanding of each situation."*

The application of complex, postmodern leadership and management principles at West Bank secondary school resulted in staff being encouraged to accept that problem-solving is not the sole preserve of those in positions of authority, but the *"collective intelligence of employee's at all levels"* be utilised to seek solutions (Heifetz and Laurie, 1997: 124). This was critical if the school wanted to thrive in an ever-changing and ever-demanding environment plagued by political infighting, power struggles, mistrust, crime, poverty, unemployment and indifference (Foundation for Contemporary Research, Good Governance and Community Participation, 2002: 26-28).

The aforementioned challenges caused a lot of anxiety amongst staff members and everyone was not sure how to deal with such distress. Heifetz and Laurie (1997: 124) concur that *"adaptive change is distressing for people going through it"* and propose six principles as outlined in Table 2.6, which enable leaders to engage employees in taking on new roles, new relationships, new values, new behaviours, new approaches to work and to unlearn the expectation that managers will provide solutions to all problems.

Table 2.6 Six principles to engage employees to take on new roles

Getting on the Balcony
It is required of leaders to be part of the team, but to be able to monitor every aspect of the organisation.
Moving constantly between the *"field of action and the balcony"* enabled the leadership of West Bank secondary school not only to guide staff members, but to encourage every staff member as well as governing body member to take ownership of every process which they engage in.
Identify the Adaptive Challenge
Leaders must understand themselves, their people, and the potential sources of conflict in order to identify the adaptive challenge.
Impoverished communities develop their own mechanisms to survive and their needs and perceptions of reality are different to that of middle-income areas. The adaptive challenge for the management team and educators at West Bank

secondary school was the acceptance that change must come from within and that such a process must involve all members of the community who have a vested interest in the progress of the community. As such community workers, the taxi drivers association, community organisations and other stakeholders were called upon to assist in resolving conflict between rival school gangs, address late-coming and even educating learners about the consequences of drug abuse and HIV/Aids.

Regulate distress

Distress accompanies adaptive work, because people can be overwhelmed by the challenges and demand for change.

The role of the senior management team in creating a holding environment entails making sure that West Bank secondary school is well resourced, that the school environment is beautified and safe and to engage staff as well as learners in constructive activities aimed at enhancing the learning atmosphere inside the school building. This is a step-by-step process to be facilitated by the management team and to be executed by staff and learners.

Maintain disciplined attention

Leaders must help people to maintain their focus on tough questions. The principal encouraged staff to respect contrasting points of view and diverse opinions, but not to be afraid of unpacking such issues and to question the implications of ideas.

Staff must be sensitised that procrastination or avoiding dealing with tough issues will eventually have serious repercussions. As such, learner discipline at West Bank secondary school presents a serious challenge to educators and the traditional methods, such as caning, are no more acceptable. The principal and staff realised that this issue would continue to impact negatively on the morale of educators unless they start to continuously consult with one another and use each other as resources in finding solutions to problems relating to misconduct, domestic problems, drug abuse and poor academic performance.

Give the work back to the people

Complacency and habits of work avoidance set in when leaders exercise control over subordinates without allowing them to take the initiative and solve problems

themselves.
Encouraging responsibility taking at West Bank secondary school and providing support to staff even if mistakes were made instilled tremendous confidence, promoted professional growth and encouraged initiative taking as well.
Protect voices of leadership from below *Giving a voice to all people is the foundation of an organisation that is willing to experiment and learn.*
Giving staff the opportunity to ask questions and giving them the space to express their opinions during staff meetings, during one-on-one discussions or during small group discussions encapsulates the spirit of an organisation that is willing to learn and grow. Staff members at West Bank secondary school were therefore encouraged to express their opinions and consideration was given to better argument, rather than taken people's position into account.

2.2.5 STIMULATE ENTREPRENEURIAL CREATIVITY AMONGST STAFF

Creative thinking expects of principals to foster participative decision-making, to stimulate the intellectual capacity of educators and foster lateral thinking. This lays the foundation to transform schools into a learning organisation and synergises staff members in the same direction. Such synergy also results in greater cooperation to cope effectively with learners from diverse backgrounds and to assist those who are subjected to arduous socio-economic conditions. According to Cornish (2004: 299), greater cooperation in any work environment means improved results and shared success.

A creative environment also places less emphasis on compliance, but rather shifts the focus towards the establishment of sound relationships, the well-being of educators, job satisfaction and enrichment, continuous training and constant communication (Belasen, 2000: 22). This emphasis on human relations encourages educators to contribute actively towards the improvement of the school and to embrace the notion that they are not only responsible for teaching, but that they are all architects of progress in their respective organisations.

Esteban and Collier in Von Weltzien Hoivik (2002: 159-172) therefore appeal to leadership to stimulate entrepreneurial creativity at every level if any organisation is to respond effectively, efficiently and economically to new challenges. The magnitude of stimulating entrepreneurial creativity at every level is far-reaching, in that it helps educators to discover their creative power in finding innovative solutions to those problems, which affect education today. Staff must therefore be encouraged to focus open-mindedly on issues affecting the school and to formulate short-term as well as long-term strategies regarding the increased educator–learner ratio, decrease in monetary allocation, limited resources, overcrowding and ill-discipline.

Entrepreneurial activity at West Bank secondary school implied allowing staff not only to ask tough questions regarding issues affecting the school, but also to provide creative solutions to those questions. This realisation that collective competence, vision, judgment and decision-making made tremendous difference at every level of the school environment, inspired staff members to embrace the concept of entrepreneurial creativity and to engage in a variety of activities, such as art, dance, drama, sports, music performances, fund-raising activities and to provide additional services such as learner support and counseling. These activities improved relationships between learners and staff members and it gave educators a better understanding of learners, their parents and those factors that influence their behaviour.

Furthermore, all staff members took part in the curriculum needs analysis of the school in order to determine which posts had to be advertised in the WCED's annual vacancy list. This process was indeed very demanding and emotionally challenging, because educators realised that their future and employment security at the school depended on this process. Staff experienced this process as a destructive process, because of the anxiety, conflict, heated debates and mistrust it caused, but eventually came to terms with the fact that any school must firstly determine its academic needs and appoint educators accordingly. This realisation that anxiety and conflict need not be destructive because it

results from a realistic and scientific needs analysis which are done collectively and in the open, led to greater understanding, cooperation, creativity, teamwork and the acceptance that the learner's needs are paramount.

Lastly, promoting entrepreneurial activity at all levels of an organisation depends on a milieu in which staff share a common vision based on strong organisational values and where everyone is committed to a common purpose to that achieve that vision (Belasen, 2000: 327; Senge, 1990: 206).

2.2.6 MANAGING CONFLICT AND PAIN – ESSENTIALS FOR GROWTH AND RENEWAL

Esteban and Collier in Von Weltzien Hoivik (2002: 159-165) is of the opinion that organisational leaders should view conflict and anxiety as *"a chrysalis process"*, which helps to bring about new thinking and behaviour and which helps organisation to emerge renewed. They also assert that such *"seismic shifts in organisational processes and practices are needed to generate the internal renewal necessary to cope with the pressures of external change."* Hence, it is expected of principals not to personalise periods of conflict and anxiety, but to regard it as an opportunity for professional growth, to discard old ways and to introduce new paradigms. Esteban and Collier in Von Weltzien Hoivik (2002: 165) also summarize the transitional process from the old to the new as outlined in Table 2.7 as follows:

Table 2.7 Transitional process from the old to new leadership paradigms

Move from control to trust
Move from consensus to congruence
Move from asymmetry to mutuality
Move from rigidity to tolerance
Move from authoritarian governance to participation, moral competence and awareness

Lastly, it is clear from Table 2.7 that the conversion of existing paradigms to new paradigms must take place at the cognitive, normative and social level of each staff member. Principals must however be aware that such a change of heart or paradigm shift cannot be imposed from the top, but that they have a crucial responsibility to facilitate a process which is designed in such a way that renewal comes from within the organisation.

2.3 CONCLUSION

The principles as discussed underlie two very important leadership approaches, such as the transformational and social learning leadership approaches. Furthermore, it provides school principals and management teams with effective tools to manage change effectively in South African schools and to improve and sustain the curriculum delivery process. It focuses on leadership responsibilities such as shaping the school's organisational climate and interpersonal environment, delegation and intellectual stimulation and inspiration, but in addition emphasises the notion that leadership is not the sole preserve of the principal. Everyone in the school has a shared responsibility to solve problems and must be empowered with skills, knowledge and be given the autonomy to do so.

CHAPTER THREE

<u>COMMUNICATION</u>

3.1 INTRODUCTION

The aim of this chapter is to illustrate the importance of effective communication as an essential feature of complexity management and how from a humanistic paradigm, effective communication can effectively address the needs of individuals within organisations. It also provides school principals with practical ideas on how to ensure effective communication in order to maintain a higher degree of professionalism in the workplace.

The following range of communications strategies is intended to improve the level of professionalism and working relationship amongst staff members. It also aims to promote democratic problem-solving and decentralised decision-making processes, to instill pride, to give staff a greater sense of belonging and to improve overall productivity. Hopkins and James in Kydd *et al.,* (2003: 185) are of the opinion that *"communication is at the heart of attempts to influence practice."* Ineffective communication on the other hand causes confusion and chaos in the workplace (Hargie, *et al.*, 2004: 33-34).

3.2 COMMUNICATION STRATEGIES

These strategies include:
- a Diversity Sensitive Communication Strategy;
- an All-inclusive Decision-making Communication Strategy;
- a Relational Communication Strategy;
- a Responsive Communication Strategy;
- a Teaching and Learning Communication Strategy;
- an Ethical Communication Strategy.

3.2.1 DIVERSITY SENSITIVE COMMUNICATION

The racial composition of the student body as well as staff members at West Bank secondary school necessitated the employment of a diversity sensitive communications strategy in order to break down the barriers of suspicion, mistrust and inherent racism.

It was also important that such a communications strategy recognises gender, racial, age, cultural and cognitive diversity at all levels of the school and the broader community. Marlow and Wilson (1997: 58) are of the opinion that *"…most organisations are light years away from being able to value and intergrate the formidable array of perspectives, opinions, and ideas that diverse minds bring to an organisation."* It is for this reason that staff underwent training in diversity management and started to initiate activities to help learners as well as educators overcome ignorance and appreciate the existing diverse cultures at West Bank secondary school.

Grobler *et al.* (2002:14) are of the opinion that *"communication is the glue that binds various elements, coordinates activities, allows people to work together and produce results."* Employing a diversity sensitive communications strategy therefore serves to unify educators and learners. The educators of West Bank secondary school were indeed aware of the fact that the success of the school depended on showing respect and sensitivity to the inability of some educators who did not understand Afrikaans or Xhosa. The choice of language to conduct the school's day-to-day business had to be English in order to facilitate greater cooperation amongst the educators from different race groups.

However, educators were encouraged to learn each other's language and to acknowledge their insecurities, ignorance and preconceived notions caused by years of separate development and social division.

3.2.2 ALL-INCLUSIVE DECISION-MAKING COMMUNICATION

Communication processes that are based on a participative decision-making process enhance co-operation. It is also for this reason that educators at West Bank secondary school were given the opportunity to debate and critically analyse policy issues and take decisions collectively.

Top-down decision-making undermines trust and inhibits creative thinking. Participative decision-making on the contrary instills trust and promotes creative thinking. The following comparison as outlined in Table 3.1 clearly illustrates the differences:

Table 3.1 Comparison between top-down and participative decon-making

TOP DOWN DECISION-MAKING	PARTICIPATIVE DECISION-MAKING
Unilateral and autocratic decision-making	All-inclusive decision-making and viewpoints of all are valued
Managers instruct	Managers consult
Managers unwilling to pursue alternative ways and cling to the traditional	Managers are responsive to change and visionary in character
Side with certain groups and perpetuate a 'us' versus 'them' scenario	Unify employees and work towards the accomplishment of common objectives and goals
Managers know it all	Managers are willing to teach and learn

3.2.3 RELATIONAL COMMUNICATION

Puth (2002: 4) describes communication as *"the lifeblood of organisational leadership."* Hence, effective relational comunication defines how leaders and followers personally feel about each other. Negative feelings due to ill-considered statements have a damaging effect on the relationship between two

parties, hence effective relational communication is fundamental to the development of a conducive personal relationship with a fellow person.

Negative feelings between principals and staff members will not enable the former to convince staff members of the benefits of courses of action which they propose. It is for this reason that Puth (1994: 37) considers an organisation's employees *"as its most important audience"*, and principals who fail to recognise staff as such, will fail to convince them of the merits of proposals or initiatives which he or she wishes to implement.

Relational communication therefore focuses on gaining trust, respect and cooperation and is based on openness, honesty and sincerity. It is worth considering Monroe's Motivated Sequence as published in Hargie *et al.* (2004: 231) and outlined in Table 3.2 in order to influence and persuade others and to move to a higher level of relational communication.

Table 3.2 Monroe's Motivated Sequence

Step 1	*Gaining Attention*	*Arousing the listener's interest in the topic*
		Focusing the listener's attention on the message
Step 2	*Showing the need-describing the problem*	*Explaining what is wrong with the current situation*
		Clarifying the problems with examples
		Showing the extent and seriousness of need
		Relating the problem directly to the listener
Step 3	*Satisfying the need-presenting the solution*	*Stating the proposed changes from the present*
		Explaining the mechanics of the solution
		Showing how the solution solves the problem
		Showing that the proposal is workable
		Answering objections to the proposal
Step 4	*Visualising the results*	*Describing future benefits if the plan is adopted*
		Describing future consequences if the plan is

		not adopted
		Combining both positive and negative projections
Step 5	*Requesting action or approval*	*Describing specific actions for listeners to take*
		Asking for commitment from listeners

3.2.4 RESPONSIVE COMMUNICATION

Responsive communication implies that principals acknowledge issues which educators, parents or learners brought to his or her attention and provide an informed and professional response to those issues. However, principals should stay clear from promises and state it very clearly that tough issues cannot be resolved instantaneously.

Educators are appreciative of excellent and responsive communication and they thrive on positive feedback. However, unresponsiveness or negative feedback will certainly negate honest and sincere attempts to build realtionships of trust between the principal and staff (Hargie *et al.,* 2004: 347). Dozier *et al.* (1995: 190) also emphasise the importance of excellent and responsive communication to facilitate change and state: *"To take advantage of powerful forces that change organisations, communication departments must have the expertise for excellence. Weak communication departments are not in a position to help manage changes in organisational character."*

3.2.5 TEACHING AND LEARNING COMMUNICATION

An article written by Constance James published in the Organisational Dynamics (2003: 46–61) states that managers who are still comfortable with a authoritarian management and communication style will not be able to change stagnant organisations into learning organisations. This is very true for heads of educational institutions and departments who refuse to relinguish command and

control communication styles in favour of strategic communication which is aimed at developing a culture of learning and teaching.

Momentum's Francois Hugo is also of the opinion that *"if people are freed from the baggage and clutter of bureacratic rule and restrictions, and are allowed to make their own choices, they will inherently choose to do the sensible thing. Performance is based on internal motivation and results rather than supervision by the boss"* (People Dynamics, April 2003: 36). As such, principals cannot ignore the importance of coaching and mentoring in transforming schools into learning organisations.

According to an article written by Bill Price in People Dynamics (April 2003: 21) *"Coaching is no longer just a 'nice to have' in South African business. It has become a critical strategic management tool. Increasingly, business leaders are incorporating coaching and mentoring into their business models."* It is therefore important that principals commit themselves to the role of mentors or coaches in order to empower educators.

Herewith a comparison as outlined in Table 3.3 between a command and control communication approach and learning and teaching communication approach (Senge, 1994; Morrison, 2002: Chapter 6):

Table 3.3 Comparison between command and control and learning and teaching communication approach

COMMAND AND CONTROL COMMUNICATION APPROACH	TEACHING AND LEARNING COMMUNICATION APPROACH
Perpetuates one way communication and information is relayed by means of directives and instructions	Encourage two way communication and provides information to elicit responses and opinions
Ideas are imposed on followers	Communication is an interactive and evenly balanced opportunity for exchange

	of ideas
Employers and employees do not work together and conflict exist	Employers and employees work together to achieve objectives and consensus is the result of better argument and not the positional power of participants
Is fraught with biased and pre-conceived assumptions	Stimulates professional and personal growth, because the input of employees is valued with an open mind
Is not a value-added practice, because the employee does not attain new competencies	Is a value-added practice, because it helps employees to develop new competencies and it recognises each participant in dialogue as an autonomous and equal partner
Is a short cut option which requires little input and has limited impact	Is a long term exercise which requires constant induction, interaction, facilitation, assistance and motivation
Results in complacency and indolence because employees rely on constant supervision to remain productive	A positive work ethic prevails with or without supervision, because there is common understanding between both parties.

An article written by David Clutterbeck and Penny Abbot in People Dynamics (April 2003: 24) in addition states that *"mentoring has been shown to make major contributions to retention and recruitment of talent, to succession planning, knowledge management, stress reduction and productivity. But research shows that its benefits are maximised when it is driven by the mentee, when expectations between mentor and mentee are clear, and when both parties approach it as an important opportunity."* Rotondo *et al.* (2002: 1) however stresses the importance of how well mentors *"voice their message"* and emphasises the importance of quality content and design of such a teaching and learning approach.

3.2.6 ETHICAL COMMUNICATION

Educators spend a large part of their day at school and principals should take cognisance of the existence of micropolitices at school. This requires of them to constantly examine the timbre or character of expressions, comments by the informal groupings, which might have a more powerful influence than formal structures. According to Lindle (1999: 171) in Morrison (2002: 36) *"micropolitics is an inevitable as well as an advisable consideration in the school."* Micropolitics involves key features of complexity theory such as relationships, interactions and dialogue and exist in informal networks within and between the school and its external environment (Mawhinney, 1999: 162 in Morrison, 2002: 36).

Hence, it is important to be aware of the exisitence of informal groupings at school level and to take micropolitics into account in terms of strategic and operational planning. More importantly, one must consider the value of input from informal groupings in terms of advancing the greater interest of the school. Heifetz (2000: 244) is of the opinion that the informal grouping or the *"voices from below"* provides significant benefits to an organisation. Those leading without authority help engaging people in the task of solving problems themselves. Hoyle (1986) in Morrison (2002: 36) contrasts the values of the formal grouping in schools with those of the informal grouping in Table 3.4 as follows.

Table 3.4 Contrasts between the formal grouping and informal grouping of schools

Formal Grouping	Informal Grouping
Goals	Interest
Authority	Influence
Departments	Coalitions
Institution	Groups
Procedures	Strategies
Acting	Mobilising

Lastly, steps were taken at West Bank secondary school to put ethical guidelines in place to prevent informal groupings from frustrating the progress of the school and prejudicing the interest of learners and fellow colleagues. In addition, corrective discipline was applied when staff members deliberately tarnished the image of a fellow colleague through malicious gossiping or unethical behaviour (Hargie *et al.,* 2004: 409). These attempts to deceive each other were nipped in the bud and corrective discipline was applied fairly in the event of staff members found guilty of such an offence.

3.3 CONCLUSION

The various communication strategies as discussed provide a useful guide for principals to ensure that effective communication occurs at every level of the school. However, it demands a purposeful effort by principals to inculcate sound communication habits and to create an environment in which everyone is committed to on a daily basis, uphold these principles and give effect to it in their interaction with each other.
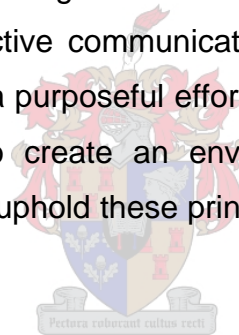
CHAPTER FOUR

<u>LABOUR RELATIONS</u>

4.1 INTRODUCTION

The aim of this chapter is to illustrate the importance of sound human relations as an essential feature of complexity management and how from a rationalistic paradigm, sound labour relations can promote common purpose within schools effectively. It also provides school principals with practical ideas on how to to transform the workplace in an environment where human rights are respected and promoted. In addition, the Report on the Review of the Financing, Resourcing and Costs of Education in Public Schools regards education as society's most powerful transformation lever (NDOE Report to the Minister, 2003:9). The report views it as the most important and powerful mechanism to transform our fragmented society into a society that embraces principles of *"equality, social progress, justice, human dignity and freedom"* (Promotion of Equality and Prevention of Unfair Discrimination Act, Act 4 of 2000).

To give effect to these principles, which underpin a democratic society, principals and educators are obligated by law to adhere to legislation and to enforce it in order to deliver quality education for the advancement of all South African communities. The Employment of Educators Act, 1998 underscores the legal implications if principals and educators disregard this responsibility. Section 11 (1)(d)(e) states: *"The employer may, having due regard to the applicable provisions of the Labour Relations Act, discharge an educator from service on account of unfitness for the duties attached to the educator's post or incapacity to carry out those duties efficiently and on account of misconduct."*

In addition, government's investment in educator personnel expenditure attests of its commitment towards the delivery of quality education and the value it attaches to the responsibility of educators in this regard. Minister Kader Asmal in

a Statement to the Press Conference on the Public Release on the Review of the Financing, Resourcing and Costs of Education in Public Schools also stated that *"personnel expenditure in the provinces varies between 85% to over 90%, an exceptionally high proportion by international standards. Salaries are also high by international standards but the main question that arises is the level of productivity – what are we really getting for this level of investment…"* (NDOE Statement to the Press Conference, 2003: 2).

Recent newspaper reports and news slots on the SABC relayed a disturbing picture of educators blatantly ignoring the Minister of Education's appeal for time on task. These disturbing reports are but the tip of the iceberg and daily interactions with principals and educators reveal even more disturbing practices. The more serious offences include educators guilty of sexual or physical abuse and other corrupt practices. Less serious offences as outlined in Table 4.1 requires of the principal to institute corrective disciplinary action, which range from counseling to verbal warnings.

Table 4.1 List of less serious offences

Unauthorised and regular absenteeism,
Substance abuse,
Fighting over promotion and permanent posts,
Unprofessional conduct towards colleagues, learners and parents,
Undermining senior management and ignore departmental directives,
Wasting of scare resources and neglect of state assets,
Corporal punishment,
Underperformance and poor teaching practices, and
Discrimination and sexism.

This type of unprofessional conduct undermines sound labour relations and put educators in direct conflict with the Education Labour Relations Council Code of Conduct for Educators. Other relevant legislation includes the Constitution of the Republic of South Africa, Act 108 of 1996, the National Education Policy Act, Act

27 of 1996, the South African Schools Act, Act 84 of 1996, the Employment of Educators Act, Act 76 of 1998, the South African Council for Educators Act, Act 31 of 2000 and the Labour Relations Act, Act 66 of 1995.

4.2 THE ROLE OF THE EDUCATION LABOUR RELATIONS COUNCIL (ELRC)

The Labour Relations Act, 1995 requires the establishment of bargaining councils to replace the industrial councils, which operated under the old Labour Relations Act (Gerber *et al.,* 1998). In addition, all registered trade unions and registered employers' organisations have the right to establish a bargaining council for the employee sector, which they represent. Any collective agreement arrived at in a bargaining council not only binds those stakeholders who are party to the agreement, but also non-parties stipulated in a notice published in the Government Gazette from a specified date and for a specific period.

Collective agreements according to Ranchod (1997) intend to resolve conflict by means of collective agreements and assist workers and employers in avoiding the intense and often damaging conflicts of the past. Grobler *et al.* (2002:486) is also of the opinion that the aim of such agreements within the framework of Labour Relations Act, 1995 also helps South African organisations to become more efficient and effective.

The Labour Relations Act, 1995 therefore provides for the establishment of the Education Labour Relations Council (ELRC). The ELRC aims to:

- *"maintain and promote labour peace in education,*
- *prevent and resolve labour disputes in education,*
- *perform dispute resolution functions,*
- *promote collective bargaining,*

- *conclude and enforce collective agreements,*
- *conduct research, analyse and survey education nationally and internationally,*
- *to promote training and build capacity in education,*
- *develop proposals that may affect education for submission to the Public Service Coordinating Bargaining Council (PSCBC) , and*
- *deals with any other matters that affect the interest of the parties"* (Education Law and Policy Handbook, 1999)

All unions representing South African educators are registered with the ELRC. The ELRC therefore serves as a mechanism, which is used by the provincial and national education departments and the unions to deal professionally with issues that affect both the employer and employee. It also prevents educator unions to operate outside the framework of the ELRC. South Africa is a constitutional state and such actions would therefore be contrary to the letter and spirit of the Constitution.

4.3 THE APPLICATION OF THE EDUCATION LABOUR RELATIONS COUNCIL'S CODE OF CONDUCT FOR EDUCATORS

All employees at educational institutions, including schools must comply with the Labour Relations Act, 1995. The Education Law and Policy Handbook (1999) states: "*All employment matters in a public or independent school are governed by the provisions of this Act* (Labour Relations Act, 1995) *as read with the Employment of Educators Act, 1998, the Basic Conditions of Employment Act, 1997, the Employment Equity Act, 1998, and the South African Schools Act, 1996."*

The Labour Relations Act, 1995 emphasises a professional approach rather than a punitive approach to correct the behaviour of employees. Loriston (1998) agrees and states that even though the act promotes the deregulation of certain functions relating to disciplinary hearings and dismissals, it emphasises a

corrective approach rather than a judgmental approach in the application of sanctions. As such, the purpose and scope of the disciplinary code and procedures for educators as included in the Employment of Educators Act, 1998, is in agreement with the corrective approach, which is promoted by the Labour Relations Act, 1995. This purpose and scope is outlined in Table 4.2.

Table 4.2 The purpose of the Employment of Educators Act, 1998

To support constructive labour relations in educations,
To promote mutual respect among educators and between educators and the employer,
To ensure that employers and educators share a common understanding of misconduct and discipline,
To promote acceptable conduct,
To provide educators and the employer with a quick and easy reference for the application of disciplinary measures,
To avert and correct unacceptable conduct, and
To prevent arbitrary or discriminatory actions by employers towards educators.

It is therefore expected of principals to promote constructive labour relations, but not to be afraid to apply corrective discipline when circumstances require it. Educators who deliberately undermine the effective and efficient functioning of the school must be disciplined; however, principals must at all time use corrective discipline to gain the trust and respect of all stakeholders.

Principals must also develop strategic and operational strategies to enhance labour relations at institutional level and facilitate professional growth. Hence, union involvement was encouraged at West Bank secondary school. Such involvement not only revolved around disputes or employer related issues, but also entailed workshops relating to academic planning, HIV/AIDS and how to manage learner discipline. Active involvement and unionism also sensitise educators about their responsibility in terms of adhering to the ELRC Code of Conduct and the Employment of Educators Act, 1998. Active unionism also

allays fears that disciplinary mechanisms or the application of sanctions in terms of the corrective discipline procedures are aimed at oppressing and disempowering staff.

Veldsman, in an article in People Dynamics (February, 2003: 24-25) also asserts that employee involvement in implementing democratic reforms with regard to labour relations is crucial. He is of the opinion *that "every person wears a set of lenses… which influences the perceptions, thoughts, feelings, judgments, attitudes and actions of organisational members and results in a certain mindset when engaging with organisational processes, structures and practices."* Adopting an organisational paradigm, which fosters employee involvement, remains therefore an important and fundamental prerequisite for labour stability and professional growth at school.

Moreover, an organisational paradigm, which fosters staff participation, improves employee morale and loyalty. Lamb, in an article published in People Management (1999:13), concurs and states in his study of employee relationship within the workplace, that pay increases may not be enough to overcome high staff turnover and a poor image, but that an organisation should *"shed its sweatshop image"* and focus on building employee morale and loyalty.

It is therefore important that the application of corrective discipline not be used to instill fear in educators or to oppress the expression of criticism as such. Such actions are illegal in terms of the Promotion of Administrative Justice Act, Act 3 of 2002. This act clearly states that any administrative action affecting the rights of any person must be procedurally fair, lawful and reasonable. This includes giving adequate notice of the nature and purpose of the proposed administrative action, to allow the affected person a reasonable opportunity to make representations and to furnish written reasons for the action taken (Hoexter and Lyster, 2001).

Educators must however be made aware that unionism is not a means to destabilise the effective and efficient functioning of schools, but that proper channels be followed to resolve conflict. Grievance procedures are a first attempt to solve problems in the work place in an orderly and peaceful manner and educators at West Bank secondary school were encouraged to seek resolve grievances at this level first. According to Sloane and Whitney (2001: 223) a grievance is an official complaint, which must be dealt with universally in terms of *"an instrument designed to resolve the day-to-day problems bilaterally at, if need be, successively higher levels of the union and management hierarchies."*

Lastly, such higher levels or dispute resolution systems exist if grievances are not resolved and disputes are declared. Brand (1997), in a detailed analysis of the Labour Relations Act, 1995 points out that the dispute resolution system makes provision for processes such as conciliation, mediation and arbitration in resolving disputes between affected parties at a higher level and with the help of trained presiding officers.

4.4 CONCLUSION

Although significant progress has been made in restructuring and transforming our educational system and the development of policy for virtually every segment of education, unacceptable human practices and attitudes remain an obstacle, which continuously undermine the delivery of quality education. There is therefore a need for progressive discipline and the labour relations processes referred to in the previous paragraphs. However, the application of these processes must however be procedurally fair, lawful and reasonable.

CHAPTER FIVE

APPROPRIATE OPERATIONAL MANAGEMENT ROLES FOR THE PRINCIPAL

5.1 INTRODUCTION

This chapter outlines the various day-to-day management roles, which consist of practical or hands-on tasks performed by or delegated by the principal. It draws to a certain extent on the Competing Values Framework published in Quinn *et al.* (1988) and reprinted in Belasen (2000: 32). The Competing Values Framework (CVF) is useful in that it presents important insights that can develop a principal's understanding of his or her management roles in terms of complexity theory.

5.2 OPERATIONAL ROLES FOR PRINCIPALS

These day-to-day management roles are summarised as follows:
- Personal Management Role – Managing Yourself;
- Personnel Management Role – Managing Staff;
- Programme and Project Management Role – Managing Programmes and Projects;
- Process Management Role – Managing Governance Processes;
- Public Management Role – Managing Stakeholders;

5.2.1 PERSONAL MANAGEMENT ROLE – MANAGING SELF

It is expected of school principals to manage the administration of the school internally and externally. Internal administration refers to his or her personal space, time, the administration of the office, the curriculum of the school, projects, activities, governance processes and the design of an effective and

efficient workflow process. External administration refers to networking with other schools and the WCED.

The first step in terms of internal administration is to develop a filing system. Such a filing system must *"encompasses the process of planning, organising and controlling of all information-related activities" (*Ferreira *et al.*, 2003: 3). Figure 5.1 pictures the Filing System used at West Bank secondary school.

Figure 5.1 West Bank secondary school filing system

The Filing System as illustrated in Table 5.1 consists of various sections, such as the Co-curricular, Curriculum, Educators, Finance, Governing Body, Learners, Maintenance, Management, Non-teaching Staff, Parents, Provisioning, Safety and security and WCED section.

Table 5.1 West Bank secondary school Filing System

WEST BANK SECONDARY SCHOOL		
FILING SYSTEM		
NUMERICAL	**FILE DESCRIPTION**	**INDEX NUMBER**
1.1	**Co- Curricular Activities**	**Cca/1**
1.2	Co-Curricular Activities: Quarterly Programmes: Culture	Cca/1/1
1.3	Co-Curricular Activities: Quarterly Programmes: Sport	Cca/1/2
1.4	Co-Curricular Activities: School Club: Reports	Cca/1/3
2	**Curriculum**	**Cu/1**
2.1	**Curriculum Policy**: Grade 8 to 9	Cu/1/1

	Curriculum and Assessment Policy Learning Area Content Guidelines Agendas and Minutes of learning Area Meetings Notices of workshops / Subject Advisor Reports	
2.2	**Curriculum Policy:** Grade 10 to 11 Curriculum and Assessment Policy Learning Area Content Guidelines Agendas and Minutes of learning Area Meetings Notices of workshops / Subject Advisors Reports	Cu/1/2
2.3	**Curriculum Policy:** Matric Curriculum and Assessment Policy Learning Area Content Guidelines Agendas and minutes of learning Area Meetings Notices of workshops / Subject Advisor Reports	Cu/1/3
3	**Educators**	**E1**
3.1	Educators: SACE / Acts / service Conditions	E/1/1
3.2	Educators: Appraisal and In-Service Training Circulars	E/1/2
3.3	Educators: Timetables / Interval Duty / Staff notices	E/1/3
3.4	Educators: Staff Establishment/Learning Area Allocations	E/1/4
3.5	Educators: Staff Appraisal / Moderation Reports	E/1/5
3.6	Educators: Staff Leave Statistics	E/1/6
4	**Finance**	**F/1**
4.1	Finance: **Budget**: WCED Allocation /Parent Notices / Annual Budget / Cash Flow Statements	F/1/1
4.2	Finance: **Bank Statements:** Current Account	F/1/2
4.3	Finance: **Bank Statements:** Investment Account	F/1/3
4.4	Finance: **Requisitions:** Cheques	F/1/4
4.5	Finance: **Municipal Services:** Accounts /Savings Measures Correspondence	F/1/5
4.6	Finance: **Petty Cash:** Schedules / Reports	F/1/6
4.7	Finance: **Applications:** Exemptions – School fees	F/1/7
4.8	Finance: **Financial Reports:** WCED 043/ Quarterly Income and Expense Statements / Procurement Reports / Balance Sheets / Sundry Reports/ Cashbook Income and Expense Reports	F/1/8
4.9	Finance: **Finance Committee /** Guidelines and Policies Agendas and Minutes of Meetings / WCED and Other Financial Correspondence / Business Plans	F/1/9
4.10	Finance: **Registers:** Bank Deposit / Face Value Registers	F/1/10
4.11	Finance: **Auditor:** Reports / Correspondence	F/1/11
4.12	Finance: **Advise of Payment:** WCED Monetary and Special Allocations / Private Remittance Of Payments	F/1/12
4.13	Finance: **Functions:** Fund-Raising Reports / Excursions	F/1/13
4.14	Finance: **Salary Administration:** UIF/ SARS/ RSC/ WCC SABC/ Transfer Schedules and Correspondence	F/1/14
4.15	Finance: **Pay Sheets:** GB Personnel Salaries Records Pre-School Fees/ Ballet/ Music Fees Records/ Lease Agreement Records	F/1/15
4.16	Finance: **Tuck shop:** Income and Expense Reports	F/1/16
4.17	Finance: **Telephone:** Accounts and Payment Records	F/1/16
4.18	Finance: **Eduman:** Reports and Journals	F/1/18
5	**Governing Body**	**G/1**
5.1	Governing Body: Amenities: Lease Agreements / Hall	G/1/1
5.2	Governing Body: Constitution / Acts	G/1/2
5.3	Governing Body: Correspondence/ Reports/ Sponsors	G/1/3
5.4	Governing Body: Agenda and Minutes of Meetings	G/1/4
5.5	Governing Body: Employment Contracts	G/1/5
5.6	Governing Body: Contracts of Labour Saving Devices	G/1/6
6	**Learners**	**L/1**
6.1	Learners: Correspondence	L/1/1
6.2	Learners: New Admissions	L/1/2
6.3	Learners: Injuries and Misconduct Reports / Warning letters	L/1/3
6.4	Learners: Daily Attendance Schedules	L/1/4
6.5	Learners: Learner Support Reports/ Policies/ Schedules	L/1/5
6.6	Learners: Enrollment and Transfer Reports	L/1/6
7	**Maintenance**	**M/1**
7.1	Maintenance: Insurance Documents / Office Equipment	M/1/1
7.2	Maintenance: Quotations/ Insurance Claims	M/1/2

7.3	Maintenance: Burglaries / Fires / Vandalism Reports	M/1/3
8	**Management**	**Ma/1**
8.1	Management: Correspondence	Ma/1/1
8.2	Management: Daily / Quarterly / Annual Planning Reports	Ma/1/2
8.3	Management: Practice Teaching Reports	Ma/1/3
8.4	Management: Staff Meeting Minutes	Ma/1/4
9	**Non-Teaching Staff**	**N/1**
9.1	Non-Teaching Staff: Circulars / Leave / Correctional Service Reports / Minutes of Meeting	N/1/1
10	**Parents**	**Pa/1**
10.1	Parents: Newsletters	Pa/1/1
11	**Provisioning**	**Pr/1**
11.1	Provisioning: Annual Stocktaking Reports: Inventories	Pr/1/1
11.2	Provisioning: Feeding Scheme	Pr/1/2
11.3	Provisioning: Invoices: Textbooks	Pr/1/3
11.4	Provisioning: Invoices: Stock	Pr/1/4
11.5	Provisioning: Computers	Pr/1/5
11.6	Provisioning: Library	Pr/1/6
11.7	Provisioning: Textbook Control Schedules	Pr/1/7
11.8	Provisioning: WCED 026 / 034	Pr/1/8
11.9	Provisioning: Loan Register	Pr/1/9
12	**Safety and Security**	**S/1**
12.1	Safety and Security: Policy / Plans / Incident Reports	S/1/1
13	**WCED**	**W/1**
13.1	WCED: Annual Surveys / EMIS Statistics	W/1/1
13.2	WCED: Circulars	W/1/2
13.3	WCED: Correspondence: Area and Head Office	W/1/3
13.4	WCED: Labour Relations	W/1/4
13.5	WCED: Support Services / School Psychologist	W/1/5

The role of the administrative assistant in maintaining the filing system is very important. It is also expected of him or her to manage the principal's personal diary and other office related duties. Ferreira *et al.* (2003: 19) describes the administrative function as one of the most important in any organisation, whether large or small and state that it is crucial that administrative assistants and managers "*stay abreast of any developments in the administrative and technological field.*"

Hence, the internal administrative system of West Bank secondary school is consistently subjected to scrutiny and continuously changed as the need arises or departmental requirements change. Ferreira *et al.* (2003: 3) concurs and is of the opinion that *"effective administration, office layout, office equipment and furniture, office procedures, workflow, system analysis and design, automation, form analysis and controlling staff relations"* contribute significantly to higher efficiency and order in the workplace.

External administrative management entails networking amongst various schools in order to coordinate the transfer of personal profiles and portfolios

reflecting the learner's academic progress, achievements, health or other relevant personal information in the event of families moving from one suburb to another.

Such networking enhances greater co-operation between affluent and poorer schools to share resources, skills and knowledge, the development of a standardised continuous evaluation mechanism to avoid inconsistent academic standards and to coordinate the enrolment of learners to avoid overcrowding at a particular school. Fundamental to internal and external administrative management is the achievement of a school's objectives. Ferreira *et al.* (2003: 23) supports the idea that any administrative system must be an open system because it continuously interacts with other functions of an organisation as well as the external environment.

5.2.2 PERSONNEL MANAGEMENT ROLE – MANAGING STAFF

Part of the principal's personnel management role is to determine the workload of educators and support staff in terms of the Employment of Educators Act, 1998. It is required of him or her to design an organogram in consultation with the governing body and staff, which take into account the school's infrastructure and staff complement. A properly structured organogram as illustrated in Table 5.2 contributes significantly to the effectiveness and efficiency of workflow and clearly allocate academic responsibilities to every member of the governing body and staff.

Table 5.2 West Bank secondary school's organogram

WEST BANK SECONDARY SCHOOL ORGANOGRAM							
SCHOOL GOVERNANCE							
PARENT	PARENT	PARENT	PARENT	PARENT	EDUCATOR	EDUCATOR	SUPPORT STAFF
COORDINATOR STAFF DEVELOPMENT PORTFOLIO	**COORDINATOR** FINANCE PORTFOLIO	**COORDINATOR** SOCIAL UPLIFTMENT PORTFOLIO	**COORDINATOR** CATERING PORTFOLIO	**COORDINATOR** MAINTENANCE PORTFOLIO	**COORDINATOR** SPORTS AND CULTURE PORTFOLIO	**COORDINATOR** SCHOOL POLICY PORTFOLIO	**COORDINATOR** SUPPORT STAFF PORTFOLIO

SCHOOL MANAGEMENT TEAM							
PRINCIPAL							
VICE – PRINCIPAL ADMINISTRATIVE				VICE – PRINCIPAL ACADEMIC			
HEAD OF DEPARTMENT GRADE 8		HEAD OF DEPARTMENT GRADE 9		HEAD OF DEPARTMENT GRADE 10		HEAD OF DEPARTMENT GRADE 11	HEAD OF DEPARTMENT GRADE 12
LEARNING AREA COORDINATORS							
1ST TAAL 2ND TAAL	1ST LANGUAGE 2ND LANGUAGE	MATHS	NATURAL SCIENCES	SOCIAL SCIENCES	ECONOMIC SCIENCES	TECHNOLOGY	ARTS AND CULTURE	LIFE ORIENTATION

DEPARTMENT CO-ORDINATORS								
GRADE 8	GRADE 9	GRADE 10	GRADE 11	GRADE 12	DANCE	ART	CONSUMER STUDIES	COMPUTER	TOURISM

NON-TEACHING STAFF						
FOREMAN	CLEANER	CLEANER	CLEANER	GARDENER	RECEPTIONIST	DEBTORS CLERK

ADDITIONAL STAFF DUTIES						
PREFECTS	TUCK SHOP	PASTORAL DUTIES	TIME TABLE	ASSEMBLY	SOUND SYSTEM	CATERING
SOCIAL WELFARE	SAFE SCHOOLS CO-ORDINATOR	SCHOOL GROUNDS	CLOTHING BANK	SCHOOL FEEDING SCHEME	SCHOLAR PATROL	STAFF TOILETS
ISSUING OF SCHOOL EQUIPMENT	ISSUING OF STOCK AND TEXT BOOKS	SCHOOL CLINIC	SCHOOL PROSPECTUS	HIV/AIDS COORDINATOR	MAINTENANCE OF COMPUTERS	NETWORKING WITH ALUMNI AND HIGH SCHOOLS
EVACUATION	SCHOOL ARCHIVE	STORE ROOMS	TEACHER FUNDS	STAFF AND LEARNER PHOTOS	SAVINGS CLUB	TRANSPORT
MAINTENANCE OF FOYER	NON-TEACHING STAFF	STAFF LEAVE MANAGEMENT SYSTEM	COORDINATION OF EXCURSIONS	FINANCIAL REGISTERS	CONTROL OF LEARNER ATTENDANCE REGISTERS	PARENT SUPERVISION
DAILY SUPERVISION ROSTER	CONTROL OF STAFF ATTENDANCE REGISTERS	VERIFICATION OF PURCHASES	FLAG HOISTING	VERIFICATION OF TUCKSHOP PURCHASES	ISSUING OF RECEIPTS	ADMISSION OF NEW LEARNERS

INVENTORY CONTROL						
MUSIC EQUIPMENT	DANCE	CLASS	OFFICE S	REMEDIAL CLASS	RESOURCE CENTRE	SOUD EQUIPMENT
SPORTS APPARATUS	OFFICE EQUIPMENT	CLEANING MATERIAL	MAINTENANCE EQUIPMENT	LABOUR SAVING DEVICES	ART AND TECHNOLOGY	LABORATORYORA TORY
STAFF KITCHEN	FEEDING SCHEME KITCHEN	OFFICE EQUIPMENT	HALL	CLOTHING BANK	AUDIO-VISUAL	TEXT BOOK

The principal's personnel management role also entails planning activities for the year. This cannot be done by the principal alone, but must an inclusive process. Hence, a properly structured year plan is collectively decide upon by the principal and staff. Figure 5.2 illustrates an example of a year plan.

Principals must however clearly distinguish between departmental instructions, consultation and collective decision-making. Departmental instructions must be adhered to and be implemented accordingly. Consultation entails giving people choices, such as subject choices and allowing people to opt for the choice which they feel most comfortable with. This choice however is subject to departmental regulations and the needs of the institution. Collective decision-making entails giving people the opportunity to make their input and to collectively decide on the most workable solution or best idea to take forward.

It is also very clear that schools are highly regulated environments and the implementation of policies leaves sometimes little room for discretion by principals. Principals must indeed perform a balancing act to get staff to perform optimally in an environment where greater emphasis is sometimes placed on the need for internal efficiency through operational routines at the expense of individual needs and personal shortcomings requires.

Effective leadership therefore asks of principals to understand the prerequisites, which are important to establish and enhance interpersonal relationships with fellow educators. These prerequisites entail showing a personal interest in the lives of staff members, displaying a caring attitude, active listening and responding appropriately to their concerns, recognizing positive contributions and giving regular feedback and sharing and explaining information in a transparent manner (Belasen, 2000: 289; Hargie *et al.,* 2004: 15).

2003

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20.01.03: School re-opens for educators
22.01.03: School re-opens for learners
27.01.03: Governing Body Meeting
30.01.03: Parent Meeting
03.02.03: Ballet and Music Instrumental Parent Meeting
06.02.03: Blue Downs Safe Schools Cluster Meeting
07.02.03: Staff and Governing Body Social Gathering
12.02.03: Interschool Athletics at Blue Downs Sports Ground
14.02.03: Valentine's Snack Dance / Karaoke
15.02.03: Blue Downs Sub-Zone Champs
18.02.03: BDPA Meeting at Eerste River Secondary
22.02.03: Kuils River Zone Champs
24 to 28.03.03: Test Week
01.03.03: Kuils River Carnival
21.03.03: Human Rights Day / Prefect Outing (Public Holiday)
24 to 28.03.03: Test Week
28.03.03: School Closes
08.04.03: School Re-opens
10.04.03: Parent Meeting
14.04.03: Governing Body Meeting

15.04.03: Blue Downs Safe Schools Cluster Meeting
18.04.03: Good Friday (Public Holiday)
21.04.03: Family Day (Public Holiday)
27.04.03: Freedom Day (Public Holiday)
01.05.03: Worker's Day (Public Holiday)
02.05.03: Karaoke
13.05.03: BDPA Management Meeting: St. Pauls Primary
16.05.03: Governing Body Elections
18.05.03: BDPA Principal's Meeting: Spurwing Primary
3 / 4. 06.03: School Midyear Concert
09.06.03: Annual Stocktaking operation
16.06.03: Annual Anti-crime Festival organized by the BDSSC
17.06.03: June-examination starts
27.06.03: School closes
22.07.03: School re-opens
24.07.03: Parent meeting
28.07.03: Governing Body meeting
05.08.03: BDPA Management meeting at Palm Park
26.08.03: BDPA Annual General Meeting at Academia Primary
29.08.03: Dinner Dance

31.08.03: Ballet / Music Festival Show
01.09.03: Enrolment for 2004 learners
02.09.03: Blue Downs Safe Schools Meeting
09.08.03: Women's Day (Public Holiday)
18.09.03: Test week
24.09.03: Heritage Day (Public Holiday)
25.09.03: Budget Meeting
26.09.03: School closes
06.10.03: School re-opens
13.10.03: Governing Body Meeting
17.10.03: Inter-house Athletics
31.10.03: Market Day
24.11.03: Grade 1 Orientation Day
24.11.03: Final Examination starts
01.12.03: Operation Wrap-up starts
04.12.03: Grade 7 Farewell
05.12.03: Grade 1 – 6 Awards and handing out of Reports
07.12.03: Grade 7 Awards and handing out of Reports
08.12.03: Staff & Governing Body Social Gathering
09.12.03: School closes

Figure 5.2 Year plan

The principal's personnel management role also entails establishing self-managed teams to ensure that educators take ownership of the various governance processes and policies. The establishment of a multi-teamed environment consisting of self-managing teams fosters cooperative performance and inspires educators to develop their interpersonal and problem-solving skills. It also broadens their capacity to become multi-skilled, whereas rigid job-descriptions limit their career growth and employability in other fields.

A multi-teamed environment also focuses on getting parents on board and providing them with a platform to engage actively in all school activities. It strengthens the relationship between parents, educators and other stakeholders, because parents are now part of the decision-making teams. Much more can be achieved if healthy relationships between parents and educators are established. A healthy relationship is characterised by co-operation, mutual respect, support, and positive association. In addition, a positive and strong relationship between parent and educator impacts positively on the child's behavior and his or her academic progress. Herewith a few of the self-managed teams established at West Bank secondary school.

The underline technology team focused on preparing the computer room and empowering fellow staff members as well as learners with computer literacy skills. Figures 5.2 and 5.3 illustrate how educators in collaboration with members of the Mark Shuttleworth Foundation worked in teams to set up a computer network for the school.

West Bank secondary school uses its computerised system extensively and each office is linked to a main frame. The network enables administrative staff and staff to access the school's database and to make informed operational or strategic decisions based on regularly updated data.

Figure 5.3 West Bank secondary school staff receives computer training in collaboration with members of the Mark Shuttleworth Foundation

Figure 5.4 West Bank secondary school staff sets up the computer room in collaboration with members of the Mark Shuttleworth Foundation

The <u>learner support team</u> focused on learner behaviour, supporting learners with reading and numeracy problems, HIV/Aids awareness programmes, assisting

learners addicted to drugs and who were subjected to physical and sexual abuse and the coordination of learner representative councils. In addition, it focuses on building trusting and co-operative relationships between learners and staff members.

The <u>curriculum development team</u> focused on lesson planning, assessment planning, moderation, etc. In addition, it is aimed at improving the standard of education and to assist educators with curriculum issues. It also established intense networking between subject advisors, universities and educators.

The <u>sports and culture team</u> focused on engaging learners in sports and cultural activities at school. The existence of subcultures, such as gangsterism, satanism, etc. in West Bank motivated educators to involve learners in a variety of extra-mural activities such as rugby, soccer, netball, the school choir, art club and dance club. Closer ties were also forged between the school and community-based organisations to present a sports programme on Saturdays.

The principal's personnel management role furthermore entails guiding, training and counseling of educators. Such guidance, training and counseling contributes significantly to the development of educators, but it is important to note the value of effective communication in this respect. Thirdly, any process aimed at the professional development of educators must be aimed at optimising their performance and enhancing job satisfaction. According to Colin, M. (2002); Fletcher, C and Perry, E (2001) in Belasen (2000: 16) job satisfaction depends on six key dimensions as outlined in Table 5.3.

Table 5.3 Six key dimensions of job satisfaction

Task significance – the impact an educator has on learners,
Autonomy – the amount of freedom an educator has to make decisions,
Task identity – the extent to which an educator identify with his or her profession,
Skill variety – the variety of tasks performed by educators,

> *Work demands* - the degree of skill these tasks require and the challenge it poses to educators,
>
> *Task feedback* – the amount of feedback on performance that an educator receives

It is recommended that principals consider these dimensions when whole school planning is done and measures for staff development are designed. More importantly, the extensive focus on continuous guidance, training and counseling help to generate cohesion, enhance the morale of educators positively and stimulate cooperation. It also creates an environment conducive for teamwork.

A core duty of the principal as personnel officer also entails managing conflict. A great source of conflict relates to educators who feel left out in terms of the decision-making process. A concerted effort was made at West Bank secondary school to consult educators about issues affecting them. In addition, staff meetings were structured in such a way as to encourage staff to give their input, to debate fundamental issues and to initiate new ideas.

Another source of conflict relates to the 'us' versus 'them' syndrome present at many schools. Such a divide between staff members on different post levels inevitably give rise to conflict between senior staff members and post level one educators. Steps must therefore be taken to facilitate interaction between staff members on different post levels and to include the non-teaching or support staff in the decision-making process. The aim is to get their opinions with regard to issues affecting them and to encourage them to propose solutions to this effect.

It is important however to note that conflict can serve as a catalyst for substantial change. Such disequilibrium is essential in that it counteracts stagnation and prevents educators from being trapped in a comfort zone. Dilworth (1998: 364) is also of the opinion that "*substantive change is more likely to flow from a state of disequilibrium than one marked by stability."* Disequilibrium, as an essential feature of complexity theory, is an important force to bring about transformation

at schools and can lay the foundation for everyone to rededicate themselves to the development of the school. Lastly, disequilibrium stimulates innovative thinking and encourages the investigation of *"new landscapes as well as reforming old systems"* (Blackman, 2001: 9).

5.2.3 PROGRAMME AND PROJECT MANAGEMENT ROLE – MANAGING PROGRAMMES AND PROJECTS

It is expected of school principals to initiate or to motivate staff to initiate or organise programmes and projects. Hence, in his or capacity as programme and project manager, he or she must demonstrate particular competencies, such as visioning, planning, goal setting, designing, organising, implementation and evaluation.

Eminent academics share this view and are of the opinion that principals play a crucial role in creating and initiating various programmes and projects in cooperation with all staff and that they play a leading role in establishing and sustaining a high performance culture at schools (Taylor, 2001 and Van der Berg, 2004). It was therefore important for West Bank secondary school's staff, first of all, to engage in a detailed SWOT analysis of the internal and external school environment in order to clarify and define the school's vision and mission statement. This in turn created a frame of reference for strategic, as well as operational planning, which laid the foundation for a high performance culture at the school.

As illustrated in Figure 5.5, collective brainstorming is important for staff to plan thoroughly at strategic as well as operational level. Strategic planning at the school entailed setting specific goals and objectives, whilst operational planning focused on the structuring as well as the implementation of projects, programmes, governance processes and controls.

Figure 5.5 West Bank secondary school educators busy brainstorming

Projects include fund-raising projects, HIV/AIDS awareness project, Anti-racism or gangsterism projects, sexual abuse awareness and gardening projects and is scheduled to start and end within a specific timeframe. Herewith an illustration in Figure 5.6 of a project which entailed planting lawn on the sports grounds.

Figure 5.6 West Bank secondary school learners planting lawn on the sports grounds

Programmes are long-term activities and planned for the entire year. It includes the various curriculum programmes, including all co- and extra-curricular programmes as illustrated in Figure 5.7, Figure 5.8 and Figure 5.9.

Figure 5.7 West Bank secondary school Choir

Figure 5.8 West Bank secondary school Dance Department

Figure 5.9 West Bank secondary school Library

Lastly, strategic planning based on a detailed SWOT analysis may seem tedious and complex, however it helps to decentralise the decision-making process and encourage greater autonomy within specific departments. However, such a process lays the foundation for the creation of a high-performance culture and assists in the transformation of a school into an institution, which provides quality education, despite tough socio-economic circumstances.

5.2.4 PROCESS MANAGEMENT ROLE – MANAGING GOVERNANCE PROCESSES

In his or her capacity as process manager, it is also expected of a school principal to establish, maintain, monitor and evaluate all governance processes as outlined in Table 5.4. Governance processes are ongoing to sustain the operations of an institution. Poorly structured and managed governance processes result in poor service, corruption and low morale.

Table 5.4 Governance Processes

CORE GOVERNANCE PROCESSES	DEPARTMENTS AND UNITS
SCHOOL CURRICULUM SYSTEM	
Learning Area Administration	- The Principal as Manager of the Curriculum - Role of the <u>Curriculum Coordinator</u> - o Learning Programme, Work Schedule, Lesson Planning and Presentation Unit - Role of the <u>Assessment Coordinator</u> - o Learner Assessment, Homework, Rubric, Recording, Reporting, Learner Portfolio Unit
Department Administration	- Foundation Phase Department - Intermediate Phase Department - Senior Phase Department - Mathematics Department - Science Department - Technology Department - Language Department - Social Sciences Department - Economic and Management Sciences Department - Arts and Culture Department - Life Orientation Department - Computer / Library Department
Extra- and Co-Curriculum Administration	- Excursion Unit - Dance Unit - Music Unit - Sport Unit - School Newsletter Unit
Information And Communication Technology Administration	- E-Curriculum Delivery Unit - E-Administration Unit - Computer Rooms Policy Unit
Learner Administration	- School Assembly Unit - School Annual Award Ceremony Unit - Reading and Numeracy Intervention and Support Unit - Gifted Learner Unit - Learner Counseling Unit - Learner Conduct Unit - Dugs, Alcohol and Gangsterism Policy Unit
Quality Assurance Administration	- Whole School Evaluation Unit - IQMS Unit - SPMDS Unit
GENERAL MANAGEMENT SYSTEM	
Governing Body Administration	- Governing Body Management Unit - Governing Body Election and Capacity Building Unit
Office Administration	- General Office Administration Unit - Telephone, Fax and Duplication Policy Unit - Learner Enrolment Policy Unit - School Hall and Class room Booking Policy Unit
Class Administration	- Attendance Registers unit - School Funds Registers Unit - Classroom Maintenance and Beautification Unit
Human Resources Administration	- Staff Selection, Employment and Induction Unit - Staff Deployment and Timetabling Unit

	• Codes of Conduct Policy Unit • Staff Attendance and Substitution Unit • Staff In-service development, Staff Wellness, Staff Labour Relations and SACE Unit • HIV/Aids, Gender Equity Unit and Diversity Management Unit
Parent Administration	• Parent-Teacher Association Unit • Parent Development Unit
Partnership Administration	• Union Site Steward Communication Unit • Community-Centered Programmes Unit • Donor Funder Unit
Safety and Security Administration	• Safety and Security School Unit • Accident and Injury Unit • Pastoral Care Timetabling Unit
External and Internal Audit Administration	• Internal Financial and Asset Auditing Unit • External Financial and Asset Auditing Unit • Risk Management Unit
SCHOOL MAINTENANCE SYSTEM	
Budget Administration	• Budget Unit
Costing Administration	• Costing Unit
Accounting Administration	• Fundraising Unit • Accounting Unit
Procurement Administration	• Procurement Unit • Provisioning Unit
Asset Administration	• Keys and Equipment-Control Unit • Stock-Control Unit • Textbook-Control Unit • Wardrobe-Control Unit • Disposal Unit
Building, Grounds and Equipment Maintenance Administration	• Building Maintenance Unit • Grounds Maintenance Unit • Equipment Maintenance Unit

A detailed account of only three of the governance processes outlined in the Table 5.4 follows in chapters six, seven and eight. These governance processes, such as budgeting, costing and information and communication technology, have a direct bearing on the translation of monetary allocations into appropriate non-personnel resources. It also provides principals with guidelines how to develop governance processes that are suitable for their circumstances.

5.2.5 PUBLIC MANAGEMENT ROLE – MANAGING STAKEHOLDERS

In the capacity of public manager, it is expected of school principals to demonstrate particular competencies, such as building and maintaining a power base in the community in order to activate support for the objectives of the

school, activate support for change or new ideas and to obtain resources for the school.

Building and maintaining a power base consisting of parents, governing body members, departmental officials, educators, business people, religious leaders and other role-players to support the school, depends on how well principals communicate and negotiate new ideas and transform schools into institutions which focus on finding creative solutions for the many socio-economic problems our schools and society face.

The introduction of the South African Schools Act, Act 84 of 1996, also introduced changes, which have far-reaching implications for all schools. Traditional and outdated practices, such as corporal punishment are now prohibited. Hence, the abolition of corporal punishment expects of schools to come up with innovative ideas to maintain discipline. However, many educators argue that the emphasis on learners' constitutional rights, directly contributes to ill discipline and disrespect. In addition, educators now have to cope with learners from diverse cultural backgrounds and face an increase in social problems such as child neglect, absenteeism, migration, sexual and physical abuse and the lack of food at home.

These challenges expect of schools not to function in isolation and to concentrate on getting the support of all stakeholders, especially parents and key community organisations. The principal together with school's governing body and staff, play a crucial role in obtaining support and commitment from them. It is also expected of the principal, governing body and staff to focus open-mindedly on those issues affecting the school, to formulate short-term as well as long-term strategies on how to involve the community in helping the school to overcome problems such as an increased educator–learner ratio, decrease in monetary allocation, limited resources and overcrowding.

At community level, societies are directly affected by problems such as HIV/Aids, rapid urbanization, globalisation, unemployment, environmental destruction, uncontrollable population growth, increased drug-trafficking, dwindling resources, etc. These social and economic problems affect all communities and learners in particular.

Schools are therefore compelled to develop ways and means to prepare the learner to cope with these harsh realities and to empower them with knowledge, skills and values to contribute meaningfully to the economic and social growth of South Africa. Of great concern is the fact that South Africa is severely affected by HIV/Aids. A recent survey by Metropolitan indicates the number of AIDS orphans will increase to approximately 2 million in 2010 and that currently 1 in every 9 South Africans is infected (Roux, 2003). This problem is further convoluted by the persistent unequal distribution of personal income and wealth and the abject poverty affecting the majority of South Africans.

Our economic growth in comparison with other developing countries is not impressive and averaged 2.7% for the period 1994 until 2004. Nor does our contribution to the world's economy help much to alleviate the plight of the poor. We account for only 0.9% of the world GNI (Roux, 2003).

These factors are fertile breeding grounds for political and social instability – hence the direct correlation between the high level of crime in South Africa, high unemployment and low economic growth. Stakeholders must therefore know what role the school is playing to empower young people in order to gain their support and understanding. Furthermore, the school's development plan must focus on meaningful strategies, which could be employed to find solutions to these problems.

The public representative role of principals also entails marketing and building the school's image and to establish a network to acquire essential resources. These contacts and the high level of prestige that West Bank secondary school

enjoyed, led to major investment in Information Technology by the Mark Shuttleworth Foundation, and other stakeholders who assisted with the establishment of the school's library, art center and various adult empowerment programmes.

Learners were also encouraged to become self-sustaining in different and innovative ways as illustrated by Figure 5.10, Figure 5.11, Figure 5.12 by engaging in entrepreneurial activities, such as working as assistants in the tourist and hotel industry, selling their artwork and developing gardens to grow herbs, shrubs and vegetables.

Figure 5.10 West Bank secondary school Home Economics Department

Figure 5.11 West Bank secondary school Art Department

Figure 5.12 West Bank secondary school Agapanthus Garden

Lastly, all learning interventions or strategies must ensure that learners do acquire the skills and knowledge to make a significant contribution to the economic and social development of the country. We need entrepreneurs, innovative thinkers and skilled people to activate our economy.

5.3 CONCLUSION

The various management roles outlined in the previous paragraphs provide principals with a systematic and holistic understanding of what day-to-day management entail. It also provides principals with practical ideas, which they can adapt to suit their specific circumstances. It needs however to be stated that these practical ideas must be adapted to suit the unique circumstances of each school. The filing system was developed in line with requirements of the WCED's external auditing unit, but many of the other ideas such as the organogram and outline of governance processes, were developed over time and provide useful guides to structure systems and processes.

CHAPTER SIX

BUDGETING

6.1 INTRODUCTION

The following three chapters focus on a detailed analysis of three governance processes relevant to the translation of monetary allocations into non-personnel resources. The first governance process dealt with in this chapter, entails the budgeting process and as such guide school principals in the development of a master budget for their schools.

It also assists principals in managing Section 21 functions in terms of sound business principles. The South African Schools Act, 1996 describes Section 21 schools as follows: *"The functions contemplated in Section 21 of the SA Schools Act are distinguishable from those listed in Section 20. These are functions with direct financial implications and are only conferred on a public school if such a school has applied for them or if one or more functions have been assigned to it by the MEC by notice in the Provincial Gazette"* (SA Schools Act, 1996: 21).

6.2 RATIONALE FOR DEVELOPING A MASTER BUDGET

The development of a master budget for any school is essential and lays the basis for the development and prosperity of the school. This development process is mandated by legislation such as the Public Finance Management Act, 1999, the South African Schools Act, 1996 and the Employment of Educators Act, 1998.

The principal as the accounting officer remains accountable for initiating and facilitating the budget development process. According to the Employment of Educators Act, 1998, principals of public schools are responsible for the professional management of all governance processes in public schools. They

are regarded as accounting officers and it is expected of them to ensure that *"school accounts and records are properly kept and to make the best use of funds for the benefit of the learners in consultation with the appropriate structures."*

In addition, the Public Finance Management Act, 1999 *"stresses the need for accounting officers (and those to whom managerial responsibilities have been delegated) to regularly monitor and report on the performance of their Departments against the agreed budget for the year"* (National Treasury Best Practice Guideline, 2002: 4). Section 42 of the South African Schools Act, 1996 also requires that the governing body of a public school must prepare a budget each year, which must be approved by a majority of parents present at a general meeting.

The WCED Basic Financial System for Schools in the Western Cape (2000: B.13-14) proposes three approaches to budgeting, namely Incremental, Zero-based and Activity-based budgeting. The National Treasury, Republic of South Africa, 2000:3 (Burger, Public Financial Management Workbook 1, 2003: 21) suggests however that these types of once-off or annual budgeting approaches do not promote proper planning and prioritization of activities. It also maintains that *"Accounting Officers adopted a passive approach to their budgets during the financial year, and did little to avoid overspending or under spending."*

Taking into account the aforementioned criticisms it is clear that schools must begin to employ an integrative budgeting approach that encourages entrepreneurship aimed at providing not only quality education, but also a wide variety of opportunities to learners, and which encourages innovative financial management in order to build up reserves and reward innovative and dedicated educators.

These aforementioned outcomes are exactly the reason why the Department of Education wants all schools to accept Section 21 status. It is therefore imperative that school principals must understand the functions of a budget and the steps to be employed when compiling a master budget. Burger (Workbook 1, 2003: 72) refers to the following functions:

Step One: Review

School principals together with members of the senior management team and governing body members, need to "*evaluate the effectiveness*" (NDOE Policy on Whole-School Evaluation, 2001: 3) of the goals and objectives of the school and how it will be accomplished through the budget.

Step Two: Programming

These goals and objectives must be translated into income and expense programmes. Programmes consist of

- programme descriptions,
- sub-programmes, which are further divided into:
    - o measurable objectives,
    - o activities (e.g. Implementation of the curriculum in the foundation phase or co-curricular activities), and
    - o performance measures.

Programming is also a process that will determine the nature and size of new and existing income and expense programmes. Anthony and Herzlinger, (1980: 277) describes a programme as *"a planned course of action that is intended to help the organisation achieve its goals."*

Anthony and Herzlinger (1980: 281) propose a few steps as outlined in Table 6.1, which must inform a programme proposal.

Table 6.1 Steps in the programme proposal

Initiation	All stakeholders in the school are invited to put ideas forward to the governing body and principal with regard to the budget.
Screening	The governing body selects those ideas, which seem to be *"worth detailed analysis"*
Analysis	The governing body determines: • how the programme will contribute towards the accomplishment of the set goals and objectives, • enhance the schools profile, and • what is the estimated cost and benefits of the programme and of alternative programmes.
Selling	The governing body sells the tentative proposals to the parents.
Decision	Approval for the programme is granted, *"if a resolution to do so has been adopted by a majority of parents attending the meeting referred to in section 38(2)"* of the SA Schools Act, 1996.
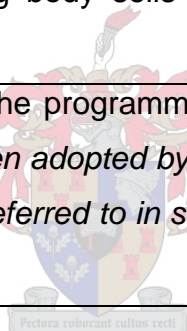
Step Three: Organising

Each school consists of three main management systems as outlined in Table 6.2, namely the:

• School Maintenance System,
• School Management System,
• School Curriculum System.

Table 6.2 Main management systems

School Maintenance System	School Management System	School Curriculum System
Office Administration	In-Service Training	Foundation Phase

Building and Grounds Maintenance Administration	Governing Body Educator Staff Complement	Intermediate Phase
Equipment Administration	Governing Body Support Staff Complement	Senior Phase
Asset Management Administration:	HIV/Aids Programme and other Professional Services	Ballet Department
- Budget Unit	Governing Body Remuneration System	Music Department
- Costing Unit		Learner Support Department
- Accounting Unit		Gifted Learner Programme
- Procurement Unit		Technology Department
- Provisioning Unit		Science Department
- Stock-Control Unit		Computer / Library Department
- Disposal Unit		Reading Intervention Programme
		Numeracy Intervention Programme
		Excursion Programme
		Pre-Primary Class
		Learner Counseling Department
		Learner Behavioral Management Department
		Co-curricular Department
		School Governance
		Special Projects
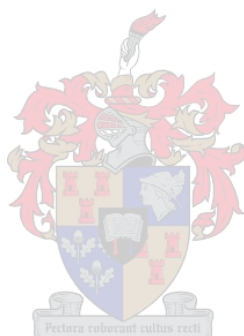
These management systems can be subdivided into subsystems or divisions. Each subsystem may consist of a single or range of units. The structuring of subsystems and units is an internal school matter, which will be largely

influenced by the staff component, the size of a school and the resources accumulated. Organising also relates to assigning activities or transactions to a specific subsystem or unit.

Step Four: Directing

Each subsystem or unit is linked to the job description of a specific educator. According to Gildenhuys (1993:409) Directing implies *"providing direction for what has to be done, who has to perform the functions, how they are to be done, when they have to be done, and how they are to be financed (*Burger, Workbook 1, 2003: 74).

Step Five: Control

Control also requires that activities and transactions be analysed in order to determine the exact cost implications by determining the direct costs, the indirect costs, the fixed costs, the variable costs and the maintenance cost of a project or programme. Furthermore, it expects of principals to identify cost-efficient suppliers and request quotations in order to decide on the best deal.

Control also entails the implementation of procurement policies and the development of provisioning mechanisms in order to avoid wastage or stock depletion. Gildenhuys (2004: 322) is of the opinion that the public manager must have sound knowledge of the overall management of inventory, such as purchasing, storing and issuing of stock.

Principals must therefore ensure that stock or textbooks are procured at the optimum price and consideration is given to centralised purchasing, because it favours economies of scale and savings. Sound tender or contract procedures must also be followed and the prescribed rules in opening and awarding tenders and contracts to avoid irregularities must be applied.

It is also expected of them to implement policies in terms of consumable or non-consumable stock acquisition and storage. These policies must ensure that effective issuing procedures are followed, proper record keeping and controls are put in place and that end of financial year stocktaking takes place (Gildenhuys, 2004: 322).

Step Six: Evaluation

Principals of schools can use the budget to hold every educator accountable for those programmes or projects in the budget he or she is responsible for translating into quality education and even compare the educational impact of a wide variety of projects or activities as well. Table 6.3 provides us with an example of a master budget, which can be adapted for any high school or primary school.

6.3 EXAMPLE OF MASTER BUDGET

Table 6.3 Example of master budget

Summary of Revenue [1]				
Revenue	**2003 Budget**	**2003 Est. Actual**	**2004 Budget**	**Notes**
Equitable share (Monetary allocation)	267716		262500	1050 learners x R250 per annum.
Conditional grants (Safe schools / Khanya)	0		0	
Other Revenue (School fees)	240000		273000	1050 learners x R260 per annum.

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[1] The Revenue and financing outline is partly based on the approach of the Western Cape Provincial Government Budget (2003: 188)

Other Revenue (Leasing of school hall / music / ballet / tuck shop)	170000		297400	Increase for 2004 is between 10 to 11%. Increase is linked to relevant inflation rate. Additional income will be generated by means of major fundraising projects.
Total Revenue	**677716**		**832900**	

Summary of Own Revenue				
Revenue	**2003 Budget**	**2003 Est. Actual**	**2004 Budget**	**Notes**
Leasing of school hall and classrooms to the community	25000		27500	Increase for 2004 is between 10 to 11%. Increase is linked to relevant inflation rate.
Preschool: R2300 per learner per annum x 30 learners	69000		75900	Increase for 2004 is between 10 to 11%. Increase is linked to relevant inflation rate.
Music learners: R200 per learner per annum x 100 learners	24000		24000	R200 per learner per annum x 100 learners.
Ballet learners:	0		40000	R200 per learner per annum x 200 learners.
Tuckshop: R1200 x 10 months	12000		13200	Increase for 2004 is between 10 to 11%. Increase is linked to relevant inflation rate.
Quarterly Fundraising: R10000 per term	40000		80000	Major fund-raising projects are planned for 2004. An estimated income of R20000 per term is projected.
Subtotal	170000		297400	

Summary of Estimated Expenditure Programmes				
Programmes	2003 Budget	2003 Est. Actual	2004 Budget	Notes
School Maintenance System	243469		267816	Increase for 2004 is between 10 to 11%.
School Management System	151400		188200	Increase is linked to the inflation rate of the past year.
School Curriculum System	282847		376884	Includes new projects and maintaining existing ones.
Grand Total	677716		832900	

PROGRAMME DESCRIPTION OF EXPENDITURE PROGRAMMES
PROGRAMME 1: School Maintenance System
AIM: To provide administrative and maintenance support to the school
SUB-PROGRAMME DESCRIPTION: **Office Administration:** To provide for the functioning of the offices of the principal and senior management team responsible for learner enrolment, finance, marketing, human resource, provisioning, procurement, office administration, curriculum, co-curricular, governing body and ICT management. **Building and Grounds Maintenance Administration:** To provide maintenance services to the school gardens, school buildings, school vehicles, sports fields, school equipment, movable as well as non-movable assets, including pest control and related services. **Equipment Administration:** To provide for the provisioning and management of ICT, duplicating, audio-visual and classroom equipment, including insurance, rental, license and security agreements. **Asset Management Administration:** To ensure that learning support materials such as textbooks and all other equipment are provided and accounted for.

SERVICE DELIVERY MEASURES		
Measurable Objective	Activities and Transactions	Performance Measures
Office Administration: To develop effective management of the offices of the principal and senior	• Upgrade of 3 administration computers. • Upgrade of office of receptionist. • Printing of	• All senior staff to be computer literate in word processing and spreadsheets. • Receptionist manages reception area effectively and efficiently. • 500 booklets to be printed

	prospectus.	
management team responsible for learner enrolment, finance, marketing, human resource, provisioning, procurement, office administration, curriculum, co-curricular, governing body and ICT management.	• Printing of school policy. • Develop a website for the school. • Purchasing of office consumables. • Upgrade of school administration package (Eduman). • Implementation of accounting, costing and all other financially related policies and procedures.	• 40 School Policies to be updated, translated and printed. • Design a cost effective and user friendly website before end of December 2003 • Draw up a needs list and prepare a full costing and usage analysis. • Purchase updated version of Eduman before December 2003 and update all administration related issues. • To send all staff responsible for financial administration (accounting, costing, fund-raising and reporting) once a term on WCED and Eduman training.
Maintenance Administration: To ensure effective and efficient maintenance of the school gardens, school buildings, school vehicles, sports fields, school equipment, movable as well as non-movable assets, including pest control and related services.	• To install a water irrigation system on the sports field. • To deep clean and fumigate all toilets and classrooms. • To service all maintenance equipment. • To outsource sanitation removal service. • Purchase of maintenance consumables. See attached list. • To provide top soil to sports fields. • To install rugby	• To reduce the school's monthly water bill by 20%. • To ensure that the school qualifies for the annual Western Cape Education Department maintenance award worth R30000. • To reduce the amount of money spend on fixing equipment by 20% by regularly servicing it. • To reduce the sanitation removal bill by 20% by shopping around for a cheaper service provider. • To shop in bulk together with 20 other schools in order to reduce the price of consumables by 25%. See breakdown of products. • To find a sponsor willing to assist the school in this regard.

	and soccer poles. • To install a computerised stock-control software. • To pay Oostenburg Municipality. • To pay ESCOM. • To repair all broken windows and doors.	• To ask parents who are welders in the community to supply rugby and soccer posts. • To develop an electronic tool in Excel which can be used to track the procurement of goods and services and reduce wastage and theft by 80%. • To negotiate cheaper service charges to reduce water and refuse removal by 25%. • To minimise the use of electricity and to reduce bill by 25%. • To fix a broken item within 5 days of identifying such a need.
Equipment Administration: To ensure that all the most important and most often used ICT, duplicating, audio-visual and classroom equipment are provided and that insurance, rental, license and security agreements are adhered to.	• To provide funds for the maintenance of computer laboratory. • To review existing maintenance contracts and leasing agreements of duplicating equipment. • To fix audio-visual equipment and purchase additional audio-visual equipment. • To renew existing license agreements. • To review existing insurance agreements. • To review existing	• To determine the exact computer laboratory maintenance cost per learner per month, to provide funding accordingly and to put mechanisms in place to monitor cost. • To compare current maintenance contracts and to consider setting up a trust fund in which such money can be invested and if need be made available if a duplicating machine must be serviced or repaired. • To fix and service at least 1 overhead projector per month. • To purchase one CD and one TV for the year. • To consider implementing license free software and operating systems. • To reduce insurance cost by 20%. • To apply for funding with the Safe Schools Unit and to install security lights, monitoring equipment and remote control

	security agreements.	gates in order to prevent and minimise vandalism.
Asset Management Administration: • To ensure that learning support materials such as textbooks and all other equipment are provided and accounted for.	• To put an asset management and disposal mechanism in place.	• To send at least two staff members on a certified supply chain and asset management training course. • To implement all the requirements of the Framework for Supply Chain Management (Section 76(4)(c) of the PFMA) It reads as follows: *"Every accounting officer/authority must establish a separate supply chain management unit within the chief financial officer structure of his/her institution to deal with the supply management for the institution. The supply chain management system should at least address the following:* • *Demand management,* • *Acquisitioning management,* • *Logistics management,* • *Disposal management,* • *Supply chain performance to determine whether value for money has indeed been attained."*

Summary of Estimated Expenditure Programmes				
Programmes	**2003 Budget**	**2003 Est. Actual**	**2004 Budget**	**Notes**
School Maintenance System	243469		267816	Increase for 2004 is between 10 to 11%. Increase is linked to relevant inflation rate.
Sub-programme				
Office Administration	60900		66000	
Building and Grounds Maintenance Administration	92716		100816	
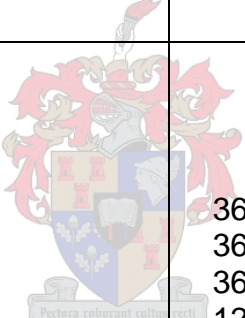
Equipment Administration	89853		96000	
Asset Management Administration	0		5000	
Subtotal	243469		267816	

PROGRAMME DESCRIPTION OF EXPENDITURE PROGRAMMES
PROGRAMME 2: School Management System
AIM: To provide a highly trained and motivated educator as well as support staff corps
SUB-PROGRAMME DESCRIPTION: **In-service training:** To foster a culture of effective and efficient teaching and to develop committed educators and support staff **Governing Body Educator Staff Complement:** To provide additional educator staff **Governing Body Support Staff Complement:** To provide additional support staff **HIV Programme and other Professional Services** To support staff members who experience trauma or stress and to educate them regarding HIV/Aids and other topical issues **Governing Body Remuneration System:** To remunerate educator and support staff members for work outside normal school hours, including running errands for the school and annual honorariums payable to volunteer workers

SERVICE DELIVERY MEASURES		
Measurable Objective	Activities and Transactions	Performance Measures
In-service training: • To develop the skills and knowledge of educators and support staff.	• Workshops	• All educators must attend at least one workshop per term relating to the learning area he or she teaches. • All support staff must attend at least one workshop annually.
Governing Body Educator Staff Complement: • To provide additional educator staff to reduce the learner / educator ratio.	• One Pre-school Educator • One Music Educator	• To operate the pre-school as a self-sufficient business unit and to provide a remuneration package of R3000 per month. • To operate the music department as a self-sufficient business unit and

		to provide a remuneration package of R3000 per month.
	• One Foundation Phase or Senior Phase Educator depending on the need.	• To allocate funds to employ an educator for a period of no less than 6 months in the Senior or Foundation Phase and to provide a remuneration package of R3000 per month. Appointment of full time Governing Body post depends on availability of funds.
	• Funding of substitutes in the event of educators on sick leave for periods shorter than two weeks.	• To provide substitute educators on a daily basis for periods less than two weeks and for the days on which educators take sick or other leave authorized by the principal and to provide a remuneration package of R100 per day.
Governing Body Support Staff Complement: • To provide additional support staff to optimalise the maintenance section.	• One Cleaner • One Gardener • One Tuckshop Supervisor	• To complement the existing support staff of three with at least two people and to provide a remuneration package of R1500 per month per person. • To manage the Tuckshop as a self-sufficient business unit and to provide a remuneration package of R800 per month. The Tuck shop supervisor will oversee the Feeding Scheme, Clothing Bank and is responsible for all catering.
HIV Programme and other Professional Services • To support staff members who	• HIV/Aids Training	• To provide all staff members with intensive training on all topics relating to HIV/Aids

experience trauma or stress and to educate them regarding HIV/Aids and other topical issues.	• Stress Management Training • To make provision for public or professional liability by means of comprehensive insurance.	during the first term. • To assist educators with stress management and to establish a educator's fund to assist those educators who suddenly experience financial distress due to serious illness. • To review during the first term the terms and condition regarding public liability in order to ensure that the school will not be held liable if an educator is infected whilst working with learners at the school or *vice versa.* • To introduce educators to a variety of companies who provide protection against lawsuits or legal action that may be instituted by parents.
Governing Body Remuneration System: To remunerate educator and support staff members for work outside normal school hours, including running errands for the school, annual honorariums payable to volunteer workers and catering for functions.	• Volunteers such as parents of learners will receive an annual honorarium. • Educators who use their own vehicles to run errands for the schools must be compensated. • The caretaker and his assistance must be compensated for opening and closing of the hall in the evenings and over weekends.	• Volunteers who have served the school consistently throughout the year will receive an annual honorarium of R1000 per person. • A maximum amount of R1,20 per kilometer will be paid and an additional R50 will be paid if a maximum of three learners are transported to attend a sport or cultural event at a venue away from the school. • A maximum amount of R500 per month will be paid to the caretaker for the opening, cleaning and closing of the hall for churches that have a full time lease agreement with the school. • A maximum amount of R200 will be paid for the opening, cleaning and closing of the hall for weddings, etc.

	• Catering for functions, such as workshops or team building projects.		• A maximum of R5000 per annum is allocated for catering purposes.

Summary of Estimated Expenditure Programmes				
Programmes	**2003 Budget**	**2003 Est. Actual**	**2004 Budget**	**Notes**
School Management System	151400		188200	
Sub-programme				
In-service Training	5000		0	WCED provides free in-service training opportunities for educators.
Governing Body Educator Staff Complement Phase Educator Music Educator Pre-school Educator CB Substitute Educator Fund	19400 36000 36000 0 0 0		36000 36000 36000 12000 0 0	Educators are not allowed to use school funds for personal purposes. A separate fund must be created and should be administered by educators.
Governing Body Support Staff Complement Gardener Cleaner Tuck shop	14400 14400 9600		18000 18000 9600	
HIV Programme and other Professional Services	0		1000	
Governing Body				

Remuneration System				
Honorariums	0		5000	
Staff Transport	0		6000	
Lease of Hall	9600		9600	
Catering	7000		1000	
Subtotal	16600		22600	

PROGRAMME DESCRIPTION OF EXPENDITURE PROGRAMMES
PROGRAMME 3: School Curriculum System
AIM: To provide quality education to all our learners
SUB-PROGRAMME DESCRIPTION: **Provisioning of Resources:** To provide sufficient consumables to support quality education in the classroom **Foundation Phase:** To provide quality education to all Foundation Phase learners **Intermediate Phase:** To provide quality education to all Intermediate Phase learners **Senior Phase:** To provide quality education to all Senior Phase learners **Ballet Department** To provide quality Ballet tuition **Music Department** To provide quality Music tuition **Learner Support Department** To provide support for learners who are in need of learning support **Gifted Learner Programme** To provide support for the gifted learner **Technology Department** To provide quality technology tuition **Science Department** To provide quality science tuition **Computer / Library Department** To provide software and consumables **Reading Intervention Programme** To provide appropriate learner support material and improve the literacy skills of all learners who have not attained these skills **Numeracy Intervention Programme** To provide appropriate learner support material and improve the literacy skills of all learners who have not attained these skills **Excursion Programme** To provide an outdoor learning experience for learners **Pre-Primary Class** To provide appropriate learner support material and equipment **Learner Counseling Department** To ensure that learners who experience trauma are properly assisted **Learner Behavioral Management Department**

To establish an approved programme to deal with discipline to ensure that learners are present, punctual, prepared and obedient

Co-curricular Department

To provide a wide range of sports and cultural activities after school

School Governance

To support good governance at school

Special Projects

To provide and build up reserves for special projects

SERVICE DELIVERY MEASURES		
Measurable Objective	Activities and Transactions	Performance Measures
Provisioning of Resources To provide sufficient consumables to support quality education in the classroom.	• To provide stationary. • To provide learning tools to learners. • To provide lesson preparation material and equipment to educators. • To provide equipment to educators. • To provide all printing consumables.	• One A4 written book per learner per learning area. • One blue pen and pencil per term as well as one File and 16 plastic pockets for portfolio. • Each educator responsible for a learning area will receive preparation material. See list. • Each educator responsible for a learning area will receive related equipment. See list. • Each educator will receive a predetermined amount of duplicating paper per week and will be allowed to print a predetermined amount of copies on the copy machine and computer printers.
Foundation Phase To attain the highest possible academic standards in terms of achieving outcomes amongst Foundation Phase learners.	• Quality literacy programme. List of LSM follows. • Quality numeracy programme. List of LSM follows. • Quality life skills programme. List of LSM	• 95 % of learners to attain the required outcomes in numeracy, literacy and life skills per year. • All Foundation Phase educators and learners to be provided with the appropriate Learner Support Material (LSM) in November 2003 in order to implement the Revised Curriculum in 2004. • To ensure that every

	• Optimal use of Instructional time. • Provide resources for curriculum implementation and assessment purposes. • Consistent application of Code of Conduct for Educators. • Professional interaction with learners, parents and other stakeholders.	follows. educator in the Foundation Phase teach the prescribed instructional time of 23 hours for Grade 1 and 2 and 25 hours for Grade 3 per week respectively. • To ensure that Foundation Phase educators use resources optimally and take care of it, are well prepared, use a wide variety of instructional methods, teach the prescribed curriculum, ensure that learners achieve the prescribed learning outcomes, identify those learners with learning difficulties in time and to ensure task on time. • To ensure that uniformed assessment strategies and consequent standards apply and that best practice bench marks are used to compare results.
Intermediate Phase To attain the highest possible academic standards in terms of achieving outcomes amongst Intermediate Phase learners.	• Quality literacy programme. List of LSM follows. • Quality numeracy programme. List of LSM follows. • Quality programmes in other learning areas. List of LSM follows • Optimal use of Instructional time. • Provide resources for curriculum implementation and	• 95 % of learners to attain the acceptable outcomes in numeracy, literacy and life skills per year. • All Intermediate Phase educators and learners to be provided with the appropriate Learner Support Material (LSM) in November 2003 in order to continue with the current curriculum in 2004. • To ensure that every educator in the Intermediate Phase teach the prescribed instructional time of 26h30 hours for Grades 4 to 6 respectively. • To ensure that Intermediate Phase educators use resources optimally and take care of it, are well prepared,

	assessment purposes. • Consistent application of Code of Conduct for Educators. • Professional interaction with learners, parents and other stakeholders.	use a wide variety of instructional methods, teach the prescribed curriculum, ensure that learners achieve the prescribed learning outcomes, identify those learners with learning difficulties in time and to ensure task on time. • To ensure that uniformed assessment strategies and consequent standards apply and that best practice bench marks are used to compare results.
Senior Phase To attain the highest possible academic standards in terms of achieving outcomes amongst Senior Phase learners.	• Quality literacy programme. List of LSM follows. • Quality numeracy programme. List of LSM follows. • Quality programmes in all other learning areas. List of LSM follows. • Optimal use of Instructional time. • Provide resources for curriculum implementation and assessment purposes. • Consistent application of Code of Conduct for Educators. • Professional interaction with	• 95 % of learners to attain the acceptable outcomes in numeracy, literacy and life skills per year. • All Senior Phase educators and learners to be provided with the appropriate Learner Support Material (LSM) in November 2003 in order to continue with the current curriculum in 2004. • To ensure that every educator in the Senior Phase teach the prescribed instructional time of 26h30 hours for Grade 7. • To ensure that Senior Phase educators use resources optimally and take care of it, are well prepared, use a wide variety of instructional methods, teach the prescribed curriculum, ensure that learners achieve the prescribed learning outcomes, identify those learners with learning difficulties in time and to ensure task on time. • To ensure that uniformed assessment strategies and consequent standards apply

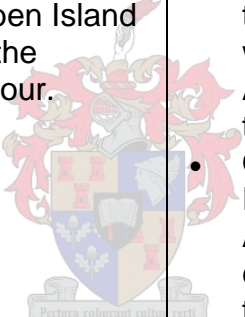|	learners, parents and other stakeholders.	and that best practice bench marks are used to compare results.
Ballet Department To provide appropriate learner support material.	• Provide quality tuition in Ballet to those learners who show aptitude and commitment. • To provide a well equipped room and suitable audio-visual equipment for ballet tuition. • To create opportunities for ballet learners to attend dress rehearsals at Artscape and to dance at school concerts and other appropriate venues. • To identify talented learners and enroll them at international ballet institutions.	• To audition a maximum of 250 learners and to identify 200 learners who have aptitude and whose parents are committed to the ballet Programme. • To charge R20 monthly fee for 10 months which must be used for maintaining and upgrading the ballet room and the purchasing of audio-visual equipment. • To provide funding at least once per term, which will enable a maximum of 50 learners to attend a final dress rehearsal of a professional performance by the Ballet Department at Artscape or Spier. • To liaise with Artscape and businesses supportive of the Arts in order to organise sponsorships for at least two of the most gifted learners in Grade 5 to 7 to continue their ballet tuition at Artscape. • To organise at least two performing arts concerts per annum and an end-of-year diploma ceremony.
Music Department To provide appropriate learner support material.	• Provide quality tuition in Violin, Keyboard, Piano, Recorder and Drums to those learners who	• To audition a maximum of 150 learners and to identify 100 learners who have aptitude and whose parents are committed to the music Programme. • To charge R20 monthly fee

	show aptitude and commitment. • To provide a well equipped room and suitable music equipment for instrumental tuition. • To create opportunities for music learners to perform at school concerts and other appropriate venues. • To identify talented learners to participate in the jazz band and school orchestra.	for 10 months which must be used towards the salary of the music educator and cover all other music expenses. • To provide 10 violins, 4 keyboards, 10 soprano recorders, 6 alto recorders and 2 bass recorders, 1 drum set, additional percussion instruments. • To provide funding for the maintenance of these instruments and performances of the jazz band and school orchestra at venues other than the school. • To organise at least two performing arts concerts per annum and a end-of-year diploma ceremony.
Learner Support Department To provide support for those learners who experience learning difficulties and to provide support for the gifted learner.	• To provide space for learner support activities. • To provide full or part time support and appropriate learner support material for learners with learning problems. • To draw on the expertise of educators with extensive remedial expertise or training to	• To provide fully computerised learner support room with 10 computers loaded with reading and numeracy software. • To ensure a minimum of one visit per learner during which support can be provided for those learners who struggle to attain the required outcomes within a specific phase. • To acquire computer software, audio-visual material, remedial material and equipment and consumables. See list. • To create a learner support team (LST) consisting of the

	assist with the learner support Programme after school. • To support gifted learners. • To liaise with parents regularly to inform them about the progress of learners who struggle academically. • To support learners who have experienced physical, verbal or sexual abuse or who are exposed to substance abuse.	remedial educator, educators with extensive remedial experience or training and a representative of each grade. The LST must meet at least once a week to report on learners who are in need of additional support and discuss their progress and behaviour in general. These reports must be submitted to the principal on a weekly basis. • To inform parents one a term about the progress of learners who attend the remedial programme and to make them aware of the interventions which the school apply to improve the basic reading and numeracy skills of the learner. • To keep records of such interventions in a personal profile for each of these learners. • To liaise with the school clinic and medical institutions if learners need more specialised assistance and if the existence of specific learning disorders become apparent. • To prepare a trauma room where abused learners or learners practicing substance abuse can get professional help from the Eerste River Welfare Services and the School Clinic. • To train all educators in the Child Abuse Protocol.
Gifted Learner Programme To provide support for the gifted learner.	• To support gifted learners. • To liaise with parents	• To identify gifted learners in all grades and provide them with an enriched academic Programme. Hence,

	regularly to inform them about the progress of learners who are academically gifted.	consideration must be given to the idea of separating Grade 7 learners who have not attained the outcomes of the foundation as well as the intermediate phase from those who have acquired these outcomes. Such separation will be exercised with discretion and should be limited to a specific learning area and period. It is aimed at helping very weak learners to attain basic reading and numeracy skills and to provide an enriched learning environment for the more advanced learner.
Technology Department • To develop the Technology Department.	• To provide well-equipped and resourced room where technology can be taught.	• To prepare the technology room and secure it against vandalism and theft. • To prioritise procurement of equipment, such as workbenches and tools for the technology room. See list. • To appoint a knowledgeable educator with a technology qualification to drive the programme. • To support and fund attendance to technology workshops at least once per term.
Science Department • To develop the Science Department.	• To provide well-equipped and resourced room where science can be taught.	• To prepare the science room and secure it against vandalism and theft. • To prioritise procurement of laboratory equipment that is needed for experiments and projects. See list. • To appoint a knowledgeable educator with a science qualification to drive the programme.

		• To support and fund attendance to technology workshops at least once per term.
Computer / Library Department To develop the resource centre.	• To train educators in ICT. • To introduce learners to computer-assisted education. • To introduce learners and educators to the Internet. • To provide appropriate learner support material, such as additional software, consumables. • To provide reading material.	• To ensure that all educators receive weekly training in Office Word, Excel, PowerPoint, Internet and the prescribed software. • To ensure that learners visit the resource centre once a week. • To support all educators with the electronic delivery of the curriculum and lesson preparation and to use the Internet as a research tool at least once a month. • To evaluate effectiveness of existing software packages and to consider purchasing the Cami Maths and Reading Programme. • To link the Mathematics and reading programme to the Reading and Numeracy Intervention Programme. • To expand the existing library material with at least 200 books. See Catalogues.
Reading Intervention Programme (RIP) • To develop a reading intervention programme.	• To identify learners with very weak literacy skills. • To provide appropriate learner support material and improve the literacy skills of all learners who have not attained the level of literacy skills expected	• To grade the reading skills of all learners and group learners together in terms of their level of reading skills during the first term. • To allocate educators to a specific group. Weaker groups will be allocated to educators with specific background in reading acquisition skills, such as Foundation Phase or educators with remedial training or qualifications. This process must be

	at the end of a specific phase.	concluded during the first term.
		• To prepare graded resource material for 1020 learners and 25 educators involved in the reading intervention programme.
		• To allocate one period per week during which learners are grouped according to their reading abilities and attend a reading skills improvement session with the allocated educator.
		• To provide reading records for 1020 learners on which the progress of learners are indicated and which are used as evidence that learners have sufficiently progressed and can be moved to a more stronger group.
Numeracy Intervention Programme (NIP) To provide appropriate learner support material and improve the numeracy skills of all learners who have not attained these skills.	• To identify learners with very weak numeracy skills. • To provide appropriate learner support material and improve the numeracy skills of all learners who have not attained the level of numeracy skills expected at the end of a specific phase.	• To grade the numeracy skills of all learners and group learners together in terms of their level of numeracy skills during the first term. • To allocate educators to a specific group. Weaker groups will be allocated to educators with specific background in numeracy acquisition skills, such as Foundation Phase or educators with remedial training or qualifications. This process must be concluded during the first term. • To prepare graded resource material for 1020 learners and 25 educators involved in the numeracy intervention programme. • To allocate one period per week during which learners

		are grouped according to their numeracy abilities and attend a numeracy skills improvement session with the allocated educator. • To provide numeracy records for 1020 learners on which the progress of learners are indicated and which are used as evidence that learners have sufficiently progressed and can be moved to a more stronger group.
Excursion Programme To create an opportunity for all learners to attend a school outing.	• To organise trips to the Museum, the Post Office, Robben Island and the Harbour.	• Organise one Grade One Excursion for the year to The Farmyard. All parents must contribute towards the transport cost. The school will pay the entrance fees. All learners must complete the official exemption forms. • Organise one Grade Two Excursion for the year to The Aquarium. All parents must contribute towards the transport cost. The school will pay the entrance fees. All learners must complete the official exemption forms. • Organise one Grade Three Excursion for the year with the Educational Train. All parents must contribute towards the transport cost. The school will pay the entrance fees. All learners must complete the official exemption forms. • Organise one Grade Four Excursion for the year to The Museum. All parents must contribute towards the transport cost. The school will pay the entrance fees. All learners must complete the official exemption forms.

		• Organise one Grade Five Excursion for the year to Coca Cola. All parents must contribute towards the transport cost. The school will pay the entrance fees. All learners must complete the official exemption forms. • Organise one Grade Six Excursion for the year to Koeberg Power Station. All parents must contribute towards the transport cost. The school will pay the entrance fees. All learners must complete the official exemption forms. • Organise one Grade Seven Excursion for the year to Robben Island. All parents must contribute towards the transport cost. The school will pay the entrance fees. All learners must complete the official exemption forms.
Pre-primary Class To develop the pre-primary class.	• To provide secured space for pre-primary activities. • To support all pre-primary activities with appropriate learner support material and equipment. • To provide pre-primary learners access to the computer room, ballet and music classes and with remedial assistance.	• To allocate one room for pre-primary activities. Secure it with an entrance gate and extend the alarm system towards it. • To provide learner support material and equipment towards the end of November so that the class can be ready beginning 2004. See attached list. • Each pre-primary learner must attend the ballet, music and computer programme once a week. • A progress report must be submitted to the parents at least once a term and parents must be made aware of the need for intervention strategies.

Learner Counseling Department To develop a Counseling Department.	• To support learners who have experienced child abuse or who are involved in substance abuse.	• To maintain the counseling facility. • To provide a telephone service to ensure confidentiality. • To launch an annual anti-drug abuse awareness Programme.
Learner Behavioral Management Department To establish an approved programme to deal with discipline to ensure that learners are present, punctual, prepared and obedient.	• To review the Code of Conduct for Learners. • To develop the prefect and monitor system. • To assist parents and educators in their efforts to modify the behaviour of learners.	• To provide each family with a copy of the Code of Conduct for Learners • To organise a prefect camp. • To provide each monitor and prefect with a badge. • To organise a workshop enabling educators to manage the behaviour of learners. • To organise a workshop for parents on learner discipline.
Co-Curricular Department To develop all co-curricular activities.	• To provide sports activities after school. • To provide sports equipment. • To provide sports gear. • To provide training for sports coaches. • To provide transport to ensure participation in fixtures • To provide	To provide the following sports activities: o Athletics o Cricket o Mini-Cricket o Soccer o Rugby o Volleyball o Cross Country o Netball o Chess • To purchase sports equipment. See list. • To purchase an additional set of sports gear for Soccer and Netball. • To provide funding for training for sports coaches in

	cultural activities after school. • To provide material and equipment for cultural activities • To provide outfits for the school orchestra and choir. • To provide training for educators in arts and crafts, conducting and choral training. • To provide transport to and from cultural performances.	all nine disciplines. • To fund transport cost for all summer as well as winter sports fixtures. To provide the following cultural activities: o Choir o Orchestra o Folk Dancing o Arts and Crafts • To provide costumes for the choir. • To provide costumes for the orchestra. • To provide costumes for the folk dancing group. • To provide all materials required by the arts and crafts project. See list. • To provide transport for a maximum of two choir and orchestra performances per term. • To fund training opportunities for the choir master, orchestra conductor, arts and crafts educators and folk dancing instructor.
School Governance • To support good governance at school.	• To establish a governing body in terms of the SA Schools Act, 1996. • To train governing body members in all aspects of school governance.	• To elect a new governing every third year in terms of the SA Schools Act, 1996. • To co-opt members in the event of members resigning from the governing body and to hold bi-elections within six months. • To ensure that the governing body meets once every term or if needs be more often. • To liaise with the East Metropole to provide training to all governing body members immediately after the elections are held in terms of:

		o The duties of Governing Body members
		o Financial Management
		o Appointment of Educators and
		o other important School Governance issues
Special Projects To provide support for special projects.	• Feeding Scheme. • Upgrading of Sports field. • Renovations of School building. • Purchase of School bus (long term). • Building of Ballet and Music Studio and Sports Club house (long term).	• To request WCED to expand Feeding Scheme. • To establish an irrigation system for the sports field, plant trees and put up rugby and soccer posts. • To ensure that the school is painted and repairs done by the Department of Public Works. • To establish a special fund in which money is invested to build a Ballet / Music and Sports clubhouse.

Summary of Estimated Expenditure Programmes				
Programmes	**2003 Budget**	**2003 Est. Actual**	**2004 Budget**	**Notes**
School Curriculum System	282847		376884	Includes new projects and maintaining existing ones.
Sub-programme				
Provisioning of Resources Textbooks Stationary Consumables	115000 40000 20000		0 0 0	A thorough needs and costing analysis of each phase will be done to determine the exact amount of textbooks, stationary and needed by each phase or department.
Foundation Phase Textbooks Stationary	0 0		98000 14700	11 Grades totaling 490 learners: R200 per learner for textbooks and R30 per learner

Educator Resources and Consumables	0		5500	for stationary. 11 Educators: R500 per Educator.
Intermediate Phase				10 Grades totaling 400 learners: R200 per learner for textbooks and R30 per learner for stationary 10 Educators: R500 per Educator.
Textbooks	0		80000	
Stationary	0		12000	
Educator Resources and Consumables	0		5000	
Senior Phase				4 Grades totaling 160 learners: R200 per learner for textbooks and R30 per learner for stationary. 6 Educators: R500 per Educator.
Textbooks				
Stationary	0		32000	
Educator	0		4800	
Resources and Consumables	0		3000	
Ballet Department				200 learners: R20 per learner. Ballet post supported by WCED.
Consumables	0		3000	
Equipment	0		1000	
Music Department				100 learners: R20 per learner. Music post supported by School Governing Body.
Consumables	0		1000	
Equipment	0		1000	
Learner Support Department				
Consumables	0		500	200 learners: R5 per learner.
Equipment	0		500	
Gifted Learner Programme				
Consumables	0		250	50 learners: R5 per learner.
Equipment	0			
Technology Department				
Consumables	0		1000	Purchasing of 10 Workbenches.
Equipment	0		2000	
Science Department				
Consumables	0		1000	Purchasing of laboratory equipment.
Equipment	0		1000	

Computer / Library Department Consumables Equipment	0 0		10000 0	Purchasing of cartridges and drums.
Reading Intervention Programme Consumables Equipment	0 0		2100 0	Prepare additional resource material for 1050 learners: R2 per learner.
Numeracy Intervention Programme Consumables Equipment	0 0		2100 0	Prepare additional resource material for 1050 learners: R2 per learner.
Excursion Programme Entrance Fees	0		5250	Budget R5 entrance fee per learner.
Pre-Primary Class Consumables Equipment	0 0		2000 1000	30 learners x R100 per learner Purchasing of pre-primary motor skills development equipment.
Learner Counseling Department Consumables Equipment	0 0		800 250	1050 learners x R1 per learner Purchasing of Drug Abuse videos and pamphlets.
Learner Behavioral Management Department Badges Prefect Camp	0 0		1000 3000	20 Prefects 25 Monitors Prefect Camp at Oppie See at Melkbosstrand, including Monitors and 5 Educators.
Co-curricular Department Culture equipment Sports equipment Learner transport	5000 5000 20000 0		0 0 0 4000	The allocated amount

Athletics	0		1500	is based on the number of participants or players and includes the material, equipment, sports gear and transport cost.
Cricket	0		1000	
Mini-Cricket	0		1500	
Soccer	0		1500	
Rugby	0		1500	
Volleyball	0		2000	
Cross Country	0		1500	
Netball	0		1500	
Chess	0		3000	
Choir	0		2000	
Orchestra	0		1500	
Folk Dancing	0		1500	
Arts and Crafts				
School Governance				Training is provided free of charge by the Education Department Consumables include copying of training materials and copies of legislation.
Training	0		0	
Consumables	0		500	
Special Projects				
Upgrading of Sports fields		340450	0	
			0	
Installation of Air-conditioning	30000		0	
Pre-Primary Class	20000		30000	Project is carried over for 2004 due to a lack of funds.
Upgrading of Sports fields	27846		0	Department of Public Works has approved renovations for 2004
Renovations of School building			10000	Long-term project. Surplus funds to be invested.
Purchase of School bus			17634	Long-term project. Surplus funds to be invested.
Building of Ballet and Music Studio and Sports Club House				
Subtotal	282846		95434	

6.4 CONCLUSION

Gildenhuys (2004: 276) describes the budget as a *"macro operating programme"*, which ensures that goals and objectives are achieved, serves as a source of information, serves as an integrating and a coordinating instrument, and serves as a control instrument. Hence, the aim of the master budget as outlined in the previous paragraphs, serves to fulfill these requirements by Gildenhuys and seeks to promote the budget not only as a tool to control income and expenses, but more importantly as a macro operating programme that informs whole school development.
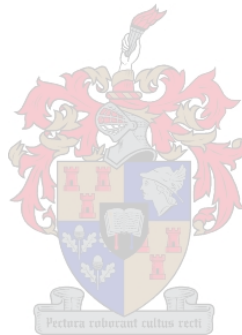
CHAPTER SEVEN

COSTING

7.1 INTRODUCTION

The second governance process relevant to the translation of monetary allocations into non-personnel resources relates to costing. Cost management entails all activities, which *"measures and reports financial information and other information related to the acquisition or consumption and organisation's resources"* (Horngren, *et al.* 2003: 20).

It is widely used in profit-oriented organisations to price products in order to maximise profits. School activities are however not geared towards profit maximisation and one can argue that cost accounting principles cannot apply to public schools, which in essence are nonprofit organisations. According to Anthony and Herzlinger (1980: 32), *"a profit-oriented company must render services that its customers find adequate if it is to earn a profit, whereas nonprofit organisations must receive money from sales revenue or other sources that are at least equal to its costs if it is to continue to render a service."*

However, is a school that different from a business and should we allow ineffective and efficient educational practices to continue to the detriment of thousands of previously disadvantaged learners who are desperately seeking quality education as a passport out of poverty?

Herewith an illustration of the differences and similarities between profit and nonprofit-oriented organisations in order to motivate the usefulness of cost accounting in schools and to demonstrate to what extent certain cost accounting concepts or techniques apply.

7.2 DIFFERENCES BETWEEN PROFIT AND NONPROFIT- ORIENTED ORGANISATIONS, SUCH AS PUBLIC SCHOOLS

Anthony and Herzlinger (1980: 34) identify in Table 7.1 the following characteristics of nonprofit organisations that set them apart from profit-oriented organisations.

Table 7.1 The differences between profit and nonprofit- oriented organisations, such as public schools

The absence of a profit measure.	The primary aim of profit-oriented organisations is to earn profits by quantifying the difference between outputs and inputs. The inputs and outputs that relate to the quality of education learners receive or the amount of learners that pass cannot entirely be measured in such quantitative terms.
Their tendency to be service organisations.	Tangible goods can be stored, tracked and be inspected. Education is a service which cannot be stored and cannot be inspected in advance for defects like tangible goods.
Constraints on goals and strategies.	The business relationships and strategies of profit-oriented organisation are aimed at maximising profit. By contrast, nonprofit organisations, like schools are obliged by law to provide a specific service and cannot decide at random to discontinue or change its service.
Less dependence on clients for financial support.	A profit-oriented company obtains its financial resources from sales of its goods and services. Public-supported nonprofit organisations, like schools receive a significant amount of financial support from government.
The dominance of professionals.	According to Anthony and Herzlinger (1980: 45-46), "*professionals often have motivations that are*

	inconsistent with good resource utilisation… and tend to give inadequate weight to the financial implication of their decisions."
Differences in governance.	The boards of directors of profit-oriented organisations serve the interest of shareholders whilst governing bodies of schools represent public interest.
Differences in top management.	In most business organisations, chief executive officers are responsible for everything and have the freedom to take any decision that will benefit the company. School principals in contrast must take decisions within the framework of legislation and policies of the Education Department.
Importance of political influences.	Market forces guide the activities of profit-oriented organisations. The activities of schools are guided by the political convictions of the governing political party nationally or provincially.
A tradition of inadequate management controls.	According to Anthony and Herzlinger (1980: 53), nonprofit organisations *"have been slow to adopt 20th century accounting and management concepts and practices…* such as *…the accrual concept, cost accounting, standard costs and variance analysis, budgeting, responsibility accounting and Programming."*

This analysis of the differences between profit and nonprofit-oriented organisations cannot however be regarded as a barrier or an excuse for nonprofit-oriented organisations to continue providing second-rate services. The next paragraph will therefore assess the similarities between profit and nonprofit-oriented organisations and find reasons for the use of cost management techniques.

7.3 SIMILARITIES BETWEEN PROFIT AND NONPROFIT- ORIENTED ORGANISATIONS

Horngren *et al.* (2003: 3) state: *"The key to a company's success is creating value for customers while differentiating itself from its competitors."* Henceforth, the key to any school's success is creating value for parents while differentiating itself from other schools in terms of educational standards. This adaptation of the previous statement also brings to the fore remarkable similarities between the operations of a school and that of a business.

It is perhaps time that schools start to operate as businesses in order to provide quality education to its 'customers'. Some schools are already operating as Section 21 organisations and it is quite clear that these schools are bent on delivering quality education, at a price of course. This requires advanced management practices such as financial and cost accounting that will enable school managers and governing bodies to make the correct financial decisions.

Most schools have Section 20 status and depend to a large degree on district departments and head office to procure stock and to provide funding for maintenance. The quality of education in these schools is not good, extra-mural opportunities are very limited and wastage of scare resources is a common phenomenon.

Hence, the press release of the Report on the Review of the Financing, Resourcing and Cost of Education by the Minister of Education, Professor Kader Asmal (3 March 2003: 2) suggests: *"Improved asset management systems in schools, coupled with better decision-making by school governing bodies, aimed at improving accountability for public resources paid for or maintained by the state. The intention is to dramatically reduce wastage, leaving more of the non-personnel, non-capital expenditure for quality improvement inputs at school level."*

The big question however remains unanswered. How will the Department of Education ever ensure that these mechanisms benefit the poorest of the poor, if principals and governing bodies continue to ignore important business practices and principles? Any business that does not have a sound financial strategy in place to compete effectively with other businesses is doomed to failure. So, do schools. The exception however is that schools are not allowed to "go under".

One is also left with the impression that a school's capacity to implement proper financial systems and to minimise the wastage of valuable and scare resources is secondary to its core function, which is curriculum delivery. However, Government is fully aware of the implications of the inability of schools to translate monetary allocations into appropriate resources. It must therefore employ school managers with financial expertise or train intensively those who lack this expertise. This will enable school managers to develop and implement sound financial strategies.

Such a strategy should be formulated in terms of the same principles as outlined in Table 7.2, which underpin the financial strategy of businesses.
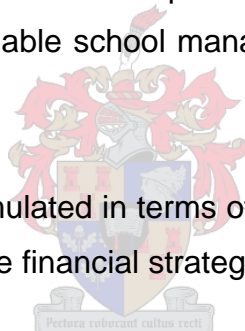
Table 7.2 Financial strategies of businesses versus schools

Business	Schools
Who are our most important customers?	Analyse the social and financial capacity of the community to be served.
How sensitive are their purchases to price, quality and service?	What are their expectations of the quality of our educational service and are they able to afford it?
Who are our most important suppliers?	Our most important stakeholders include the education department, donors, businesses, parents and learners.
What substitute products exist in	What type of services exists at our

the market place, and how do they differ from our product in terms of price and quality.	school and other schools and how do they differ in terms of quality and affordability?
Is the industry demand growing or shrinking and to what extent does it affect revenue, costs of goods and operating income?	Is the demand for our services growing or declining and to what extent does it affect the annual norms and standards funding, the post-provisioning norms and capital expenditure applicable to our school?

The answers to these questions will enable school managers to analyse the opportunities, threats, weaknesses and strengths of the internal and external environment and match them to the resources and capabilities of their organisations. Horngren *et al.* (2003: 4) state: *"Such an analysis usually begins on the asset side of the balance sheet, where the management accountant finds the information to help managers recognise both the company's strengths and weaknesses and the opportunities to build new capabilities."*

7.4 THE STATE OF FINANCIAL AND ASSET MANAGEMENT IN PUBLIC SCHOOLS

The Minister of Education, Professor Kader Asmal, stated in a Statement to the Press Conference on the public release of the report on the Review of the Financing, Resourcing and Costs of Education in Public Schools that: *"The Review shows that inadequate levels of public funding going to poor schools are often not directly related to the size of education budgets. Some parts of the education bureaucracy have woefully been unable to convert available funding in budgets into resources for schools. One cause of this failure relates to inappropriate systems and business processes, which we are determined to improve."* (NDOE Press Release for Public Comment, 2003: 3).

Sound financial planning is therefore a prerequisite not only for businesses, but also for the educational bureaucracy of which schools form an integral part. Horngren *et al.* (2003: 6-8) suggest that managers use planning and control systems to convert strategy into actions. The most important planning tool is a budget and school governing bodies are required by the Public Finance Management Act, 1999 to prepare a budget and submit it to the parents for approval.

Schools are also obligated to adhere to stringent financial control measures, which include the recording and classifying of all transactions, compiling performance reports, such as income statements, balance sheets and to submit all these documents to a registered auditor. Regular performance evaluation of income-related projects is required and feedback must be given to the governing body and parents regarding income and expenditure. The financial success of any school therefore depends on a transparent and highly interactive relationship between parents and the school. Moreover, regular performance reports on the school's income and expenditure according to Horngren *et al.* (2003: 7) *"spurs investigation and more decisions"* as illustrated in Table 7.3.
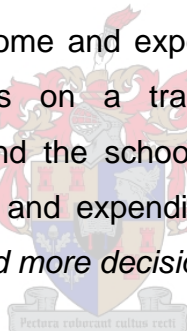
Table 7.3 School fees report

	Actual result (1)	Budgeted amount (2)	Difference: (Actual result – Budgeted Amount) (3) = (1) – (2)	Difference as a percentage of Budgeted Amount (4)=(3) ÷ (2)
Number of learners paying school fees	800	1000	200 Unfavourable	20% Unfavourable
School fees per annum	R200 per annum	R200 per annum		
School fees collected	R160000	R200000	R40000 Unfavourable	20% Unfavourable

It is clear from the above illustration that school managers have a dual role to fulfill in terms of making management as well as accounting decisions. In addition, decisions cannot be taken unless they are based on a detailed analysis of the problem, accurate reporting of results and concentrating on solutions to improve the results.

Hence, the development of an effective and efficient accounting system in schools is therefore crucial not only to adhere to the requirements of the Public Finance Management Act, 1999, but also to assist government in order:

- *"…to improve the quality of decisions made in the education system"*,
- *"…to support effective procurement of goods and services for schools"*,
- *"…to improve asset management in schools"*,
- *"…to improve accountability for public resources paid for or maintained by the state,"*
- *"…to dramatically reduce waste", and*
- *"…to investigate what mix of inputs best supports learner performance"* (NDOE Press Release for Public Comment, 2003: 1 - 4).
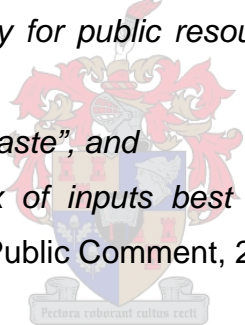
7.5 BREAKING DOWN TRADITIONAL BARRIERS BETWEEN PROFIT AND NONPROFIT – ORIENTED ORGANISATIONS, SUCH AS SCHOOLS

Given the arguments set forth, one can conclude that key business sector elements such as customer focus, value-chain, supply chain and key success factors can be adapted and applied in a public sector environment such as a public school. Table 7.4 explains how these key elements taken from the business environment has been adapted for the school environment.

Table 7.4 Key elements taken from the business environment adapted for the school environment

BUSINESS SECTOR	PUBLIC SCHOOL SECTOR
Customer focus: The management accounting system tracks whether sufficient resources are invested to optimise and sustain customer satisfaction and loyalty.	**Learner focus**: The management accounting system tracks how sufficient resources are invested to optimise and sustain quality education for the learner.
Value-chain: According to Horngren *et al.* (2003: 9) it refers to the sequence of business functions in which usefulness is added to the products or services of a company: • Research on and development of new ideas. • Design of products, services, or processes based on these ideas. • Production of new products by acquiring, coordinating and assembling of resources. • Marketing the product by way of promotions and selling of products. • Distribution of products and services to customers. • Customer service: Provide after-sale support to customers.	**Value-chain:** Refers to all the interventions aimed at improving the quality of learning: • Research and develop best practices in schools. • Design innovative fundraising projects to establish a computer centre. • These services or projects require resources such as computers, software and consumables. Proper coordination and control measures must be put in place to prevent wastage. • Ensuring optimal and correct use of computers is certainly the most challenging part. Hence, the idea of computer-assisted education must be marketed to the staff and parents, which in most cases consist of an older generation of people who have never touched a computer.

	• The school must therefore put a good training plan and support service in place to monitor and evaluate the skills level of educators.
Supply-chain: Horngren *et al.* (2003: 10) describe it as the flow of goods, services and information within or outside the company, beginning with the production of a product until it reaches the customer.	**Supply chain:** Whole school development has become a key phrase in the Education Department's drive to improve the quality of education in schools. Every element related to whole school development, whether inside or outside the school, is considered important.
Key success factors: Customers expects that the value and supply chain improve levels of performance in terms of: • <u>Cost and efficiency:</u> Tough economic circumstances necessitate reduction of cost of a product or service. • <u>Quality</u>: Customers expect top quality products and services. • <u>Time:</u> How long does it take the company to develop new products in comparison with its competitors? • <u>Innovation:</u> The survival of any company in today's tough economic circumstances depends on its ability to develop	**Key success factors:** The National Education Department by word of the Minister of Education has expressed its desire: • *"…to support effective procurement of goods and services for schools",* • *"…to improve the quality of decisions made in the education system",* • *"…to improve asset management in schools",* • *"…to improve accountability for public resources paid for or maintained by the state,"* • *"…to dramatically reduce waste",* and • *"…to investigate what mix of*

new products or services.	*inputs best supports learner performance"* (NDOE Press Release, 2003: 1 - 4).

The traditional barriers between profit and nonprofit-oriented organisations can no longer be used as an excuse to justify poor financial management or poor service delivery, because customer focus, value chain, supply chain, cost and efficiency should be essential features of any organisation. The following paragraph will therefore focus on various cost accounting techniques to assist school principals and governing bodies to analyse systematically, those budget proposals and decisions that have quantitative consequences in order:

- to provide the parent (customer) with the best service,
- to ensure delivery of a high quality curriculum (value chain), and
- to ensure effective and efficient use of resources (supply chain).

Anthony and Herzlinger (1980: 95) agree: *"Every organisation needs information about the cost of performing various functions or carrying various activities…* and *…must collect this information in a cost system."*

7.6 COST ACCOUNTING TECHNIQUES

7.6.1 COST-VOLUME-PROFIT (CVP) ANALYSIS

Horngren *et al.* (2003: 75) suggest that CVP can be applied to a nonprofit-organisation. Mingat *et al.* (2003: 30) support this view and state that the operational cost of education at schools consists of a fixed and a variable component. The variable component depends on the size of the learner enrollment, whereas the fixed component relates to maintenance and administration costs. Hence, CVP enables principals of schools not only to monitor expenses and over-expenditure, but also to determine whether costs incurred are justified in terms of the level of outcomes achieved.

According to Anthony and Herzlinger (1980: 585), *"A nonprofit organisation should plan to incur expenses that are approximately equal to its revenues. If its budgeted expenses are lower than its revenues, it is not providing the quantity of services that those who provide a right to expect. If its budgeted expenses exceed its revenues, the difference must be made up by the generally undesirable actions of drawing down endowment or other capital funds that are intended to provide services to future generations."* This is exactly what schools should avoid. All Section 21 schools are therefore required to provide the Education Department with a summary of income and expenses (WCED 043 form) at the end of each school term to enable the WCED to monitor spending patterns. The following CVP analysis, Figure 7.1 serves as an illustration of how income and expenses should be managed to avoid overspending.
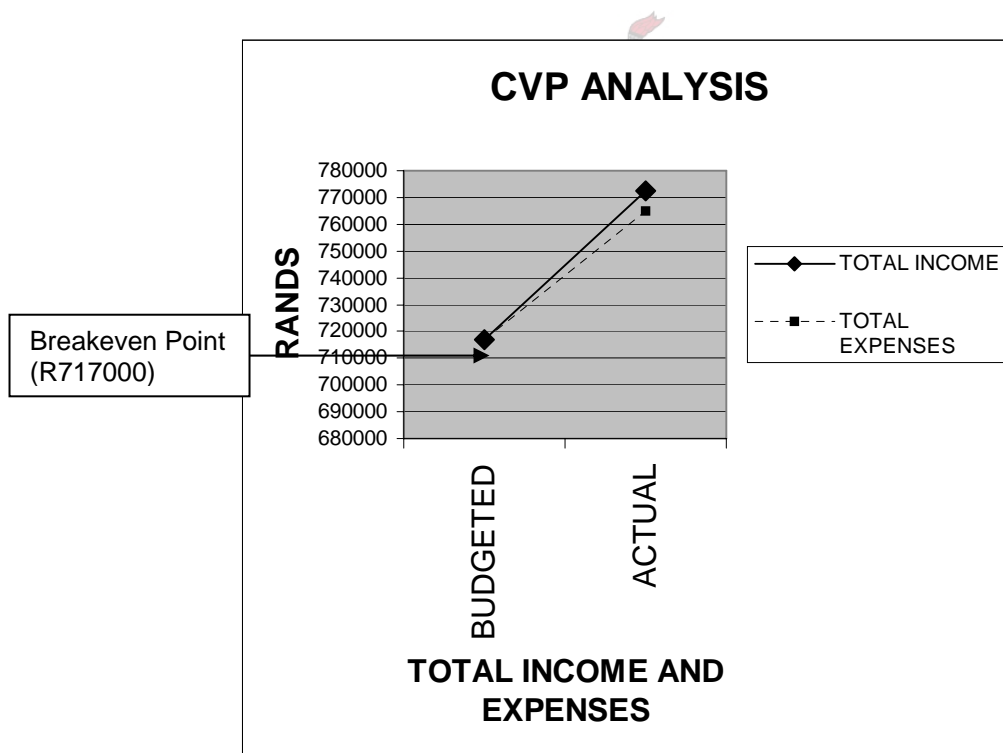

Figure 7.1 CVP analyses for schools

Note that the actual income exceeds the budgeted income, which is equal to the budgeted expense, the breakeven point. However, actual expense has also increased, but was managed expediently, which leaves the school with an operating income of R7515 at the end of the financial year. Furthermore,

reduced revenues due to nonpayment of school fees or failed fundraising projects are major headaches for principals and CVP will enable them to reduce variable or fixed costs timeously in order not to exceed break even point, which is normally set at Zero. In short, revenues – variable costs – fixed costs = operating income = zero.

The primary cost driver in this instance is the quality of education a learner receives. A reduction of revenues will have a domino effect on the quality of education a child receives, such as less resources, fewer excursions and extra-mural activities. However, when computing the contribution margin that is the revenue minus all variable costs, principals can implement innovative measures to reduce the contribution margin in order to sustain the existing quality of education.

In addition, schools guilty of reducing its contribution margin by incurring variable costs that are unrelated to the primary cost driver referred to earlier as illustrated in the income statement as set out in Table 7.5, were warned by the National Minister of Education that such practices are unacceptable. *"We will not tolerate a situation where parents who can afford to pay fees are exploited to fund unfair pricing practices, inputs unrelated to the improvement of education quality and additional pecuniary benefits for principals and state-employed educators. We will not tolerate a situation where officials fail to convert budgets into resources intended for schools"* (NDOE Press Release for Public Comment, 2003: 4).

Table 7.5 Income Statement

Revenue	500000	Monetary allocation	300000
		School fees	150000
		Fund-raising	50000
Variable Costs	100000	Diners Card	20000
		14th Cheques 1	60000
		Hotel expenses	5000
		Tuck shop	15000
Contribution Margin	400000		
Fixed Costs	350000	Municipal Accounts	50000
		Text books	100000
		Consumables	100000
		Maintenance	20000
		Lease Agreements	20000
		Salaries	60000
Operating Income	50000		

Note: 1. Costs that are not related to education, but which are offered to the principal or educators as incentives

7.6.2 SENSITIVITY ANALYSIS

Horngren *et al.* (2003: 70) describe sensitivity analysis as a *"what-if"* technique, which managers use to examine how a result will change if the *"original predicted data are not achieved or if an underlying assumption changes."* An example of a sensitivity analysis at schools would be a fundraising project. These projects are important cost-based activities aimed at acquiring revenue, additional to the norms and standards allocation, for schools. More importantly, these projects cannot be undertaken haphazardly and a range of options must be considered to determine the effect on operating income if there is a change in selling price, variable costs and fixed cost per unit.

The following fund-raising project proposal for West Bank secondary school as set out in Table 7.6 is based on a sensitivity analysis and was submitted to the governing body for discussion and approval.

Table 7.6 Sensitivity analysis

WEST BANK SECONDARY SCHOOL

SURFWALK FUND-RAISING PROJECT

Budgeted Income Statement

		OPTION 1	OPTION 2	OPTION 3	OPTION 4	OPTION 5	OPTION 6
Revenue							
	Coupons Sold	1000	800	600	400	200	100
	Price per Unit	50	50	50	50	50	50
	Total Revenue	50000	40000	30000	20000	10000	5000
Variable Expenses							
	Units Produced	1000	800	600	400	200	100
	Material Cost per Unit	0.5	0.5	0.5	0.5	0.5	0.5
	Total Material Cost	500	400	300	200	100	50
	Manufacturing Cost per Unit	0.2	0.2	0.2	0.2	0.2	0.2
	Manufacturing Expenses	200	160	120	80	40	20
	Total Variable Expense	700	560	420	280	140	70
Fixed Expenses							
	Buses: 15 x R600	9000	7200	5400	3600	1800	900
	Incentives: 1000 x R10,00	10000	8000	6000	4000	2000	1000
	Food parcels: (1000 x R10,00)	10000	8000	6000	4000	2000	1000
	Administrative: Bank Charges/Petrol: (1000x.50)	500	400	300	200	100	50
	Total Fixed Expense	29500	23600	17700	11800	5900	2950
Summary							
	Total Expenses	30200	24160	18120	12080	6040	3020
	Operating Income	19800	15840	11880	7920	3960	1980

7.6.3 JOB OR PROJECT COSTING

The introduction of computers at many schools by the Khanya Project was greeted with excitement and appreciation. This initiative was launched by the Western Cape Education Department in order to equip all schools in the Western Cape with state of the art computer laboratories. Indeed a noble initiative. However, such equipment must be maintained and consumables, such as printing ink and paper, need to be purchased.

It is important that a costing system be designed for the computer laboratory to control costs and to measure the causal relationship between effective and efficient usage of the equipment and consumables and the acquisition of skills and knowledge by the learners and educators.

Horngren *et al.* (2003: 99) suggests a seven-step approach as outlined in Table 7.7 to assign the monthly computer laboratory maintenance cost per learner.

Table 7.7 Project costing to assign the monthly computer laboratory maintenance cost per learner

Step one	Identify the job / project that is the chosen cost object	Monthly computer laboratory maintenance cost per learner
Step two	Identify the direct monthly costs of the Computer laboratory	Direct Maintenance Costs Ink Cartridges Paper Internet Connection Fee Telephone Costs Software licensing Cleaning Material Insurance Lease agreement for copier Toner for copier = R5000 per month
Step three	Select the cost-allocation base to use for allocating indirect cost	Number of days per month when computer room is used by learners and educators = 20 days
Step four	Identify the indirect costs associated with each cost-allocation base	Cost of Electricity = R1000 per month
Step five	Compute the rate per unit of each cost allocation base used to allocate indirect cost to the monthly maintenance.	Actual total costs in indirect pool divided by actual total quantity of cost allocation base Actual total costs in indirect-cost pool Actual total quantity of cost-allocation base R1000 / 20 = <u>R50 per day</u>

Step six	Compute the indirect costs allocated to the monthly maintenance	The indirect cost per month is computed by multiplying the actual quantity of the allocation base by the indirect cost rate of the allocation base. January = 5 days X R50 per day = R250
Step seven	Compute the total Costs of the monthly maintenance for January by adding all direct and indirect costs	Direct maintenance costs: R5000 Indirect maintenance costs: / 250 Total maintenance cost: R5250
		Maintenance cost per learner: R5250 / 1000 learners = R5, 25 per learner per month

This exercise will assist principals to determine whether the direct maintenance cost is justified in terms of the daily usage and the quality of computer-assisted instruction, which is presented daily. If educators fail to bring their classes to the computer room, if educators fail to prepare computer lessons and if equipment and consumables are abused and use for personal gain than such cost cannot be justified. In addition, the maintenance cost per learner is added to the monthly school fees parents must pay.

7.6.4 PREPARE A DIRECT MATERIAL / STOCK USAGE AND PURCHASES BUDGET

The needs of committed educators will always be in conflict with the limited amount of money made available in the budget. Educators are professional people and will always challenge the principal or members of school governing bodies on budgetary constraints. Such pressure and the absence of proper stock issuing and control measures have led to wastage, theft and inexplicable shortages.

Preparing direct material / stock usage and purchases budgets as part of the master budget will enable principals not only to coordinate and control the usage and purchasing of consumables, but also to explain to educators the reasons why stock cannot be issued at random.

The following budget as outlined in Table 7.8 was developed at West Bank secondary school to control the usage and purchasing of duplicating paper. The tool Solver in the software Programme Excel was used to calculate the results.

Table 7.8 Direct materials usage and purchases budget

WEST BANK SECONDARY SCHOOL															
DIRECT MATERIALS USAGE AND PURCHASES BUDGET															
OBJECTIVE: DETERMINE THE OPTIMAL USE OF DUPLICATING PAPER PER MONTH															
	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC			
COST OF 1 REAM OF PAPER	R 30	R 30	R 30	R 30	R 30	R 30	R 30	R 30	R 30	R 30	R 30	R 30			
NUMBER OF GRADES	26	26	26	26	26	26	26	26	26	26	26	26			
REAMS ISSUED PER GRADE PER WEEK	5	5	5	5	5	5	5	5	5	5	5	5			
NUMBER OF WEEKS PER MONTH	2	4	4	4	4	3	2	4	4	4	4	1			
													Actual Total		Budgeted Total
OPTIMAL AMOUNT OF REAMS TO BE ISSUED MONTHLY	-7	253	253	253	253	123	-7	253	253	253	253	-137	2000	<=	2000
TOTAL COST OF REAMS PER MONTH	-200	7600	7600	7600	7600	3700	-200	7600	7600	7600	7600	-4100	60,000	<=	60,000

Only time will tell whether educators will accept the rationale behind such an exercise. However, everyone will know that wasteful usage will result in stock depletion and that no additional duplicating paper can be issued at the expense of conscientious users. It is however important to bear in mind that stock can be borrowed from the next month or banked for later usage.

7.6.5 DECISION-MAKING AND RELEVANT INFORMATION

Principals together with the governing body must also make decisions relating to the leasing or purchasing of labour saving devices such as duplicating machines, copiers, telephone systems or maintenance equipment such as industrial polishers, lawnmowers and even tractors.

Horngren *et al.* (2003: 371) suggest a five-step process as outlined in Table 7.9 to determine which action will be in the best interest of the organisation, not only form a quantitative perspective but also from a qualitative perspective. This five-step decision-making process was applied at West Bank secondary school and the steps are as follows: Obtain information, make predictions about future costs, choose an alternative, implement the decision and evaluate performance to provide feedback.

Table 7.9 Five step decision-making process

WEST BANK SECONDARY SCHOOL			
Objective of Exercise: Acquisition of new duplicating system (The amounts stated are fictitious)			
QUANTITATIVE ADVANTAGES OVER 5 YEARS			
Information	Alternative 1	Alternative 2	Difference
	Cash Purchase	Lease Equipment	Is Alternative 2 Favourable or Unfavourable?
Purchase Cost	R20000	R30000 (R500 per month over 5 years.)	R10000 Unfavourable
Operating Costs	Cash Operating Costs	Lease Operating Costs	
Cost of consumables	R6105 (Total expense for ink cartridges amounts to	R12000 (Ink cartridges are supplied free of charge,	R5895 Unfavourable

	R1000 per annum. Add 10 % inflation annually.)	but a billing rate is charge @ 5 cents per copy. 4000 copies per month X 12 months x 5 years.)	
Maintenance cost	R6105 (Total expense for maintenance amounts to R1000 per annum. Add 10 % inflation annually. This amount does not include major repairs, only annual services and minor repairs.)	R6600 (Maintenance contract is optional at R110 per month x 12 months x 5 years. This amount includes all types of repairs.)	495 Unfavourable
Additional maintenance costs for major repairs	R5000 (Major repairs e.g. replacement of drum, which may occur after the guarantee has expired.)	R0,00 (All repairs are guaranteed for the next five years.)	Favourable
Insurance	R3000 (The school must take out comprehensive insurance for all equipment. All risk insurance may be considered as an option to cover repair costs)	R5000 (Available from company, but covers only theft, vandalism and fire damage)	Unfavourable
Total Costs	40210	53600	13390 Unfavourable
QUALITATIVE ADVANTAGES OVER 5 YEARS			
	Alternative 1	Alternative 2	Difference
	Purchase Equipment	Lease Equipment	Is Alternative 2 Favourable or Unfavourable?
Impact on cash flow	Spending R20000 cash will have a negative effect on the school's operating income	Monthly installments are paid and the school can invest the R20000 for a period of 5 years.	Favourable
Staff morale	A shortage of funds will not enable the school to repair the machine immediately and educators will not be able to duplicate learning material. This will impede negatively on staff morale and service delivery.	All repairs are guaranteed for the next five years and repairs are carried out as soon as the company is notified. There are no disruptions and the continuous supply of learning material is ensured.	Favourable
Time constraints	Principals often do not have the time to obtain three quotations for repairs, to hunt around for a knowledgeable person to do repairs and to wait for the approval of the governing body.	Informing the service company of a problem is just a phone call away.	Favourable
Useful life	5 years The risk that the school	5 years All repair jobs are	Favourable

	will opt for second hand or pirate parts or 'back yard' repair jobs is real. Such actions will devalue the equipment. Some parts must be imported or ordered from another province, which causes delays.	carried out according to strict specifications and only new parts are supplied. The machine is collected and returned on completion of a major repair job. The company is committed to quality service and will ensure that parts are timeously ordered.	
Terminal disposal value in five years time	Since no service record exists, the machine will become virtually worthless. Maintenance expenses will increase as parts break and as parts become unavailable due to the release of new machines.	A buy-back option is guaranteed if the school signs a new lease agreement. The school can also keep the original machine in order to speed up the duplicating process and sign an additional lease agreement for a new machine.	Favourable

The above illustration clearly indicates the difficulty of decision-making. However, such an exercise is important in that decisions are informed by the short- and long-term qualitative and quantitative advantages.

7.6.6 PRICING DECISIONS AND COST MANAGEMENT

Horngren *et al.* (2003: 410) are of the opinion that: *"pricing decisions are management decisions about what to charge for products and services."* Hence, if a school decides to start a private pre-school, it is expected of the governing body to determine and decide on a price for the service. Customers, competitors and costs are major influences on pricing decisions. Horngren *et al.* (2003: 410) describe these aforementioned influences as outlined in Table 7.10 as follows:

Table 7.10 Major influences on pricing decisions

Customers	*"Customers influence price through their effect on the demand for a product or service."* Too high a price may cause parents to enroll their children at another pre-school.
Competitors	*"No business operates in a vacuum."* The school must

	assess the services offered by other pre-schools in the area and offer an improved and comprehensive service to parents.
Costs	*"Costs influence prices because they affect supply."* A comprehensive process costing must be carried out to determine future pricing.

In addition, the school can use two types of approaches to decide what price to charge per pre-school learner per month:

- The market-based approach: What are the needs of our parents, how will other pre-schools respond to what the school intends to do and what price should the school charge?
- The cost-based approach: Given the costs to operate the pre-school, what price should we charge that will recover our costs and ensure a healthy operating income?

The following illustration as outlined in Table 7.11 follows the cost-based approach to determine the monthly cost per learner attending the pre-school.

Table 7.11 Cost-based approach to determine the monthly cost per learner attending the pre-school

COST-BASED APPROACH (Fictitious amounts)		
Direct Operating Costs Per Month	Total Operating Costs for 30 learners Per Month (1)	Total Operating Costs per learner (2) = (1) ÷30
Direct Labour Costs (30 learners x R100 per month)	R3000	R100
Direct Material Costs (30 learners x R50 per month)	R1500	R50
Direct Levy Costs (UIF / Regional Services Council)	R300	R10
Indirect Operating Costs Per Month		
Municipal Services (30 learners x R10 per month)	R300	R10
Licensing Fees (TV and Computer Software)	R30	R1
Maintenance Cost (30 learners x R5 per month)	R150	R5
Total Operating Costs	R5280	R176
Revenue	R6000	R200 (Target Price)
Full Cost of Service	R5280	R176
Operating Income	R720	R24

Furthermore, it is accepted that the school will conduct continuous market research about the following key aspects as outlined in Table 7.12.

Table 7.12 Market research

Can parents afford the target price?
What are the needs of parents?
What do parents value?
What are they willing to pay?
How does the price and service compare with other pre-schools?
Identify the value-added cost which parents are willing to pay for?
Identify the nonvalue-added cost which parents are not willing to pay for?
Identify the locked-in costs that *"have not been incurred but, based on decisions that have already been made, will be incurred in the future"* (Horngren *et al.*, 2003: 417).

Lastly, it is important to consider locked-in cost, which includes transport fees, consultation fees for the doctor in the event the school is held liable for an injury and even legal costs.

7.7 CONCLUSION

This chapter has clearly illustrated the importance to base financial decisions on proper costing. It therefore serves as a guide to schools to apply a variety of costing techniques and to base their financial decisions on these techniques. This is an important prerequisite for schools, which have acquired Section 21 status and who must managed their own financial affairs and procurement of goods and services.

CHAPTER EIGHT

INFORMATION TECHNOLOGY AND COMMUNICATION

8.1 INTRODUCTION

The third governance process relevant to the translation of monetary allocations into non-personnel resources relates to Information Technology and Communication (ICT) to be dealt with in this chapter.

According to Mingat *et al.* (2003: 201), most schools still rely on labour-intensive administrative and pedagogical processes. However, the electronic media, such as computers, has given educators and principals new opportunities to restructure governance processes, managed their finances and procurement processes in order to translate monetary allocations into non-personnel resources and, at an academic level, access knowledge and acquire new skills. Hence, computers enhance the school's ability to deliver administrative and curriculum services more effectively and efficiently and increase levels of productivity.

The limited use of ICT at many developing schools in South Africa, is however of great concern to the Education Department and as such has a serious impact not only on the school's administration and curriculum delivery process, but also on the chances of school leavers of finding employment in the private sector. A report by the South African Reserve Bank Report on Information Technology for Growth (2002:19) states that *"…compared with other developing countries, South Africa is relatively on par with the Technology Achievement Index (TAI)[2] and e-readiness ranking except in human capital indicators where it is less impressive in its ability to benefit from ICT's."*

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[2] The United Nations Development Programme (UNDP) introduced the technology achievement index (TAI). The TAI measures four aspects of technological capacity that are important for maximising ICT advantages, namely the creation of technology; wordiness of recent innovations; diffusion of old innovations; and human skills. The South African Reserve Bank Report on Information Technology for Growth (2002: 19)

Hence, major intervention in this regard is required and schools are in the best position to provide structured and integrated e-training to learners. Such training will not only benefit the economy at large, but it can contribute significantly in bridging the *"digital divide"* between rich and poor. In addition, computer ownership between blacks and whites and the respective schools in their communities, reflects the inequalities still present in South Africa. Moreover, the South African Reserve Bank Report on Information Technology for Growth (2002: 19) regards the lack of a coordinated strategy and the lack of partnerships between government and business as one of the reasons for this *"digital divide"* and identifies it as a major obstacle to the development of a dynamic link between e-commerce and e-Government in South Africa.

Countries like Australia, Brazil, North America, Western Europe, Singapore and South Korea who implemented ICT training programmes and established partnerships are now reaping the benefits of increased productivity, competitiveness, investment and employment. It is therefore vital that government and the private sector should tackle the ICT challenge collectively to enhance South Africa's global competitiveness through a digitalised economy. South Africa is certainly not limited in terms of intellectual and capital resources and a well-planned integrated ICT strategy supported and managed by both government and the private sector will benefit the economy as well as the quality of service delivered by the various government departments (The South African Reserve Bank Report on Information Technology for Growth, 2002).

8.2 ADVANTAGES OF AN INFORMATION AND COMMUNICATION TECHNOLOGY AT SCHOOL

Schools can no longer regard ICT as the sole domain of commerce or other government departments, but must take into account the national e-government strategy, which aims not only to equip all public servants with computer skills, but also to optimise service delivery in all state departments, including schools.

Burger, (2003:15) defines the term e-government as *"the transformation of internal and external public sector relationships through internet-enabled operations, information technology and communications to optimise government service delivery, constituency participation and governance."*

Turban *et al.* (2002:5) are of the opinion that computers contribute extensively towards the optimisation of services and list the following advantages of ICT as outlined in Table 8.1.

Table 8.1 Advantages of ICT

Computers perform high-speed, high volume, numerical computations.
It provides fast, accurate, and inexpensive communication within and between organisations.
It stores huge amounts of information in an easy-to-access, yet small space.
It allows quick and inexpensive access to vast amount of information, worldwide.
It increases the effectiveness and efficiency of people working in groups in one place or in several locations.
It vividly presents information that challenges the human mind.
It automates both semi-automatic business processes and manually done tasks.
It enables speed typing and editing.
It can be wireless, thus supporting unique applications.
It accomplishes all of the above much less expensively than when done manually

Principals cannot ignore these advantages and should play a leading role in terms of sourcing computer equipment, establishing partnerships and initiating fundraisers to establish computer centres at school. The West Bank secondary school Computer Centre as illustrated in Figure 8.1 was established in partnership with the Mark Shuttleworth Trust.

Figure 8.1 West Bank secondary school Computer Centre

The Western Cape Education Department also launched various e-school initiatives, such as the Internet–linking and Khanya programmes. The 2003 Western Cape Education Budget has provided funding to equip 96% of schools in the Western Cape with at least one Internet-linked computer for administration and support purposes. The Khanya project provides schools with computer laboratories for e-curriculum delivery or computer-assisted education. A total number of 155 schools have benefited from this programme and a further 150 schools have been identified for the next round of implementation (Western Cape Provincial Treasury, Budget, 2003: 158).

8.3 STRUCTURING AND APPLICATION OF AN INFORMATION TECHNOLOGY STRATEGY AT SCHOOL

ICT provides school principals and educators with updated data, which enables them to make informed decisions. They must however know how to access data on a computer system and must have the skills to capture, manipulate, store and retrieve data.

Principals must take the first step in this regard and understand the implications of introducing ICT at schools. Fox *et al.* (2000: 270) also emphasise the fact that managers must be *"knowledgeable about the design considerations of information systems."* School principals must therefore research and identify ICT best practices to deliver ICT training cost-efficiently to educators and learners, to introduce ICT best practices to replace inefficient and ineffective manual systems and to optimise productivity and the quality of education delivery at school.

Various software packages are also available for administration and curriculum management and principals do not have to rely on manual processes to access financial or learner data. They should however guard against fragmented software packages and rather opt for a single and integrated system. Such a single and integrated system must provide access and support at operational as well as strategic level. Turban *et al.* (2002) classify information systems in Table 8.2 according to the type of support they provide.

Table 8.2 Classification of Information Systems

Transaction processing system (TPS)
TPS supports repetitive, mission-critical activities and clerical staff. <u>Example</u>: Accounting software, such as *Pastel*, School Administration Software, such as *Eduman, Saspac.*
Management information system (MIS)
MIS supports functional activities and managers. <u>Example</u>: Human resources information systems such as *Access* that provides managers with daily reports of the percentage of people who are on sick leave as compared to previous or forecasted figures.
Knowledge management system (KMS)
KMS supports all employees' need for corporate knowledge. <u>Example</u>: Knowledge management suites that provide management solutions 'out-of-the box', such as *Meetingplace* and *Quickplace*.

Office automation system (OAS)
OAS supports office workers. <u>Example</u>: Word processing and computer-aided design and manufacturing systems, such as *CAD/CAM*.
Decision support system (DSS)
DSS supports decision-making by managers and analysts. <u>Example</u>: Computer-based systems, such as *Excel* or *Comshare* that combines models and data in an attempt to solve semi-structured problems, such as capital budgeting, allocation of resources and distribution of merchandise.
Enterprise information system (EIS)
EIS supports all managers in an enterprise. <u>Example:</u> EIS software such as *SAP/AG*, *Oracle* and *Baan* assists the executive in identifying trends and exceptions and enables managers to evaluate 'best practices' and apply it in their own departments.
Group support system (GSS)
GSS supports people working in groups. <u>Example</u>: Software products such as *Groupware* that support groups of people who share a common task or objective and work together to accomplish it. It enables them to share opinions and resources.
Intelligent support system (ISS)
ISS supports mainly knowledge workers, but can support other groups of employees, expert systems being the major technology. <u>Example</u>: Idea-generation software such as *Brainstorm* and *Creative Whackpack*, which assists a single user or a group to come up with new ideas, options and choices.

A multitude of computer-assisted education software is also available to enhance reading, numeracy and research skills and principals must establish partnerships with computer companies such as Intel, Microsoft, etc. to acquire free software and hardware.

Parthy Chetty, Education Manager, Intel South Africa underlines the importance of training and investing in education to capacitate all South Africans with the

necessary computer skills. He states: *"education is the starting block of any country's future development plans and effectively welding it into the heart of local organisations can often be critical to its success."* He regards education as a crucial component of Intel's business and emphasises the company's commitment to foster closer working relationships with the Department of Education, Arts and Culture and Science and Technology (Intel in Africa: Creating a digital continent. 2002: 9).

Lastly, the announcement by the Minister of Finance, Trevor Manual, in his 2003 / 2004 budget speech to abolish the 5% excise duty on computer equipment, is also an indication of government's commitment to close the digital divide. One hopes therefore that the bulk of the estimated R572-million saving in customs and excise duties resulting from this tax proposal will be passed on to the public, businesses, service providers and government departments (Munusamy, 2003: 14).

8.4 CONCLUSION

The chapter provides the school principal with the insight and motivation to make a purposive effort to structure an e-school strategy in collaboration with the education department, the private sector, parents and other stakeholders. The aim of such a strategy should be to equip all staff members and learners with computer skills and to use the computer as a tool to improve not only the school's administration, but to enhance the quality of learning and teaching at the school. Bennet and Anderson (2003: 68-69) agree and state that not only does ICT allow schools to manage the *"complex data-rich, information saturated task environments"* more efficiently, but it also provide learners and educators with *"access to infinite information space and flexible learning environments."*

CHAPTER NINE

CONTROL AND QUALITY ASSURANCE

9.1 INTRODUCTION

This chapter deals with important strategies to measure the efficiency and effectiveness of schools in South Africa. These strategies include a range of external and internal evaluation and auditing practices to be applied at school level to improve governance processes in order to achieve objectives and to ensure that controls are in place to minimise risks.

9.2 WHOLE SCHOOL EVALUATION

The performance of schools is subject to The National Policy on Whole-School Evaluation. It was developed in terms of an agreed national model and is intended to improve the quality of education nationally (NDOE National Policy on Whole School Evaluation, 2001: 1).
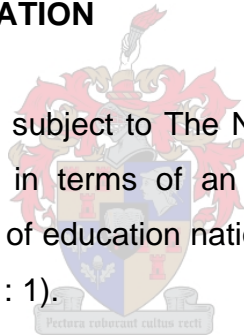
This policy furthermore seeks to recognise good schools and to support under-performing schools by instituting measures aimed at developing the school rather than to punish and judge those who operate below departmental standards.

The National Policy on Whole-School Evaluation is the cornerstone of quality assurance systems in schools. In addition the policy states *"Whole-school evaluation implies the need for all schools to look continuously for ways of improving, and the commitment of Government to provide development programmes designed to support their efforts"* (NDOE National Policy on Whole School Evaluation, 2001: 1).

It is centered on the systems model, which evaluates schools in terms of the assessment of inputs, processes and outputs. The input indicators relate to what the school has been provided with in order to carry out its task and include the main characteristics of each grade of learners, the school's infrastructure, funding and professional and support staff.

The process indicators relate to how the school achieves its goals and include the effectiveness with which schools try to ensure effective governance, leadership and management, safety and security measures, and the quality of teaching. The output indicators relate to what the school achieves and include achievements in academic standards, standards of behaviour and rates of punctuality and attendance. The overall school performance will be rated using a scale from 1 = Needs urgent support, 2 = Needs improvement, 3 = Acceptable, 4 = Good, 5 = Outstanding and where it is not possible to give a rating, 0 will be used.

Evaluation and monitoring teams will provide schools with a clear feedback once a visit is completed and schools have the right to complain if the findings of these teams in their opinion are unfair. Follow-up visits will be conducted to ensure that schools implement the necessary steps to comply with the recommendations of the team (NDOE, The National Policy on Whole School Evaluation, 2001: 1).

Oakland (1999: 2) also suggests the following framework for total organisational excellence, which can be adapted for the purpose of Whole School Evaluation. Such a framework as outlined in Table 9.1 lays the foundation for the establishment of a school committed to service excellence and total organisational excellence.

Table 9.1 Framework for total organisational excellence

STRATEGIC PLANNING:
<u>Vision or guiding philosophy:</u> What we want our school to be? <u>Purpose:</u> What the school is here for? <u>Core values and beliefs:</u> Who we want to be? <u>Mission:</u> What we want to achieve as a school? <u>Strategies and plans:</u> How are going to achieve these objectives or strategies? <u>Critical success factors (CSF's):</u> What we need to achieve objectives and strategies?
QUALITY AND PROCESSES:
<u>Core governance processes:</u> The activities the school needs to perform particularly well to achieve quality and competitiveness?
<u>Process analysis:</u> Do we understand the educational environment and customer needs? How do we design, market and sell, produce and deliver products (learning material, curriculum guidelines, extra-mural activities, etc.) and services (administrative support, in-service training and provisioning)? How do we manage human resources, information services, financial and physical resources, external relationships, improvement and change?
<u>Quality check:</u> Use the National Policy on Whole-School Evaluation, Systemic Evaluation and the Staff Appraisal Systems to review all the aforementioned processes to ensure that specified requirements are met.
SELF– ASSESSMENT (GAP ANALYSIS):
Schools must continuously measure or self-assess their performance towards their customers (learners / parents), employees (educators / administrative personnel), suppliers (businesses), shareholders (taxpayers / government / national and provincial education departments) and communities in order to identify the gaps and to improve its performance. Oakland (1999: 100) is of the opinion that *"self-assessment promotes business excellence through a regular and systematic review of business processes e.g. leadership, policy and strategy, people management, resources and results such as customer satisfaction, people satisfaction, impact on society, business results."*

BENCHMARKING:
Schools must continuously identify, understand and adapt best practices and processes that will lead to superior performance by means of benchmarking.
DEFINING OPPORTUNITIES FOR IMPROVEMENT AND DECIDE PROCESS PRIORITIES:
Schools can identify opportunities for improvement in a number of ways such as process analysis, bench marking or the use of self-assessment. Staff members must establish self-managing teams to take improvement action in order to address problems and to come up with solutions
PEOPLE DEVELOPMENT, EDUCATION, TRAINING AND DEVELOPMENT:
Schools must create an organisational culture that encourages full co-operation, commitment and participation of each individual employee. Poor communication, lack of understanding, low involvement, lack of appreciation and recognition are indicative of a dysfunctional environment and team building is a useful method to counter these negatives. *"The use of team approach to improvement has many advantages over allowing individuals to work separately"* (Oakland, 1999: 156).   Schools must also clarify the role of each individual employed, develop a job description for each employee to clarify what is to be performed, identify indicators of competencies and performance to define how well the tasks are expected to be performed and introduce an in-service training plan aimed at empowering all employees with new competencies and knowledge.
VISUAL IDEAL PROCESSES RE-ENGINEER BUSINESS PROCESSES:
It is true that schools and education departments went through hefty changes due to amalgamation, rationalisation, introduction of new policies and legislation, etc. this past decade. Increased educator-learner ratios, curriculum changes, lack of discipline dented the morale of many educators and many of them as well as departmental officials have no inclination to embrace change.
Oakland (1999: 214) is of the opinion that to enable *"an organisation, whether in the public or private sector, to be capable of meeting these changes is not a case of working harder but working differently."* This implies a "*radical rethinking and redesign of processes*" by schools to improve output and efficiency.

Traditional systems, customs and policies of schools become so entrenched and unresponsive to the needs of educators that it results in even more alienation and mistrust. Hence, schools must become completely customer or stakeholder-oriented and focus on breaking down artificial barriers between fellow staff members, staff and parents and between parents themselves.

PERFORMANCE MEASUREMENT AND FEEDBACK:

The Integrated Quality Management System for educators and the Staff Management and Development System for Public Service Personnel are introduced to measure performance and to award those individuals and schools that continuously strive towards service excellence.

Schools must create an environment, which will enable all staff to accept change as inevitable and embrace and internalize the concept of life-long learning and continuous improvement. "*In the cycle* of (life-long learning and) *never-ending improvement, measurement or appraisal plays an important role in tracking progress against organisational goals, identifying opportunities for improvement, comparing performance against internal standards, comparing performance against external standards"* (Oakland, 1999: 246).

Lastly, any evaluation or auditing process to be instituted at any school must be systematic and according to prescribed procedures. Whole School Evaluation also prescribes specific steps which schools must employ to ensure that the process is inclusive, procedurally fair and lawful.

This is very important, because Whole School Evaluation is not only a tool to check whether a school or entity complies with rules and regulations. Moreover, it must be regarded as a *"broad based management tool that in addition to the above, guides an entity's overall ability to meet its objective efficiently and effectively"* (US MPA notes in Public Sector Internal Auditing, 2003: 1).

9.3 SYSTEMIC EVALUATION SYSTEM

The rationale of accountability and the need to measure outcomes and monitor learner progress in South Africa has led to the introduction of systemic evaluation in Grades 3, 6 and 9 to determine and monitor annually whether all learners acquire national standards in reading, listening, writing, numeracy and life skills.

Systemic evaluation therefore complements Whole School Evaluation and aspires to:

- inform policy formulation, revision and intervention programmes,
- monitor and sustain performance,
- promote and secure accountability to gain public confidence in education, and
- national and international benchmarking of performance of the education system (NDOE National Report on Systemic Evaluation, 2003).

Systemic evaluation seeks to assess the extent to which the education system achieves the social, economic and transformational goals as well as identifying those contextual factors that impact on teaching and learning. More importantly it purports to track the progress of the National Department of Education, Provincial Department of Education, Education Management District Centers and schools in terms of access, redress, equity and the quality of education provided.

Given the impact of the Apartheid educational system, such progress is of vital importance, not only to meet constitutional obligations, but also to empower especially disadvantaged communities through the provisioning of quality education.

Roberts and King (1996: 24) in their analysis of the policy changes that have led to the overhaul of the Minnesota Schooling System confirm that one of the four

rationales in support of this change revolved around community perspective. This rationale proposes that government has *"major responsibilities but should carry out much of its work though institutions close to home, through communities."* Advocates of this rationale also identify five attributes shared by effective schools such as *"strong leadership, orderly environment, effective basic skills instruction, high standards, and sense of community."*

One must agree with Roberts and King that "*reform and excellence in education would not come from greater public expenditure, but instead would be rooted in a new design that replaces bureaucracy with community as the organising principle for public institutions"* (Roberts and King, 1996: 25).

Additionally, in their analysis of the Minnesota Schooling System, Roberts and King (1996: 25) state that those advocating for drastic change or second-order change also center their arguments on the rationale of accountability. According to them the educational system in Minnesota *"suffered from 'flawed accountability'."*

To counter this weakness in the system, they suggest the following:

- *"Measurement of learner outcomes rather than assessment of inputs to the educational process must take place.*
- *Learner's progress over time must be monitored and they should demonstrate that learning has taken place by means of statewide tests. This will lead to greater assurance of a school's effective performance and fiscal accountability.*
- *Decentralised school decision making, control at the local school site, and the relaxation and streamlining of state mandates, would give communities a way to make informed judgments about their schools. Poor test scores or data indicating poor quality of teaching would alert the community.*
- *It is expected of educators to develop strategic planning models for their districts similar to the models used in business and industry."*

Lastly, systemic evaluation provides a mechanism to alert communities to weaknesses in the school, which affect the achievement of learning outcomes in core subjects such as literacy, numeracy and life skills. It therefore compels schools to develop strategies to improve the quality of teaching and learning and to hold all educators collectively accountable for the performance of the school.

9.4 STAFF PERFORMANCE APPRAISAL SYSTEMS: IQMS AND SPMDS

Two separate staff performance appraisal systems, the Integrated Quality Management System (IQMS) for school-based educators and the Staff Performance Management and Development System (SPMDS) for Public Service Personnel were introduced during 2004. The purpose of the Integrated Quality Management Framework for Educators as outlined in Table 9.2 is as informed by Schedule 1 of the Employment of Educators Act, 1998 which requires of the Minister of Education to determine performance standards for educators in terms of which their performance is evaluated (The Employment of Educators Act, 1998).
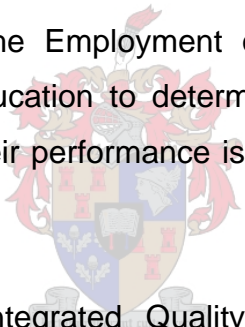
Table 9.2 Purpose of the Integrated Quality Management Framework for Educators

To identify specific needs of educators, schools and district offices for support and development,
To provide support for continued growth,
To promote accountability,
To monitor an institution's overall effectiveness; and
To evaluate an educator's performance (WCED Support Materials, 2004: 1).

The Staff Performance Management and Development System (SPMDS) for Public Service Personnel is informed by the Public Service Regulations, 2001 and replaces the current system of performance evaluation. The aims of the SPMDS are outlined in Table 9.3 and are as follows:

Table 9.3 The aims of the Staff Performance Management and Development System

To improve performance by establishing a culture of performance excellence,
To improve the employee's awareness and understanding of what is expected in terms of achieving objectives and quality,
To ensure that employees know how his or her performance will be assessed,
To improve communication between superiors or line managers and their staff,
To encourage the fair and objective assessment of performance,
To provide opportunities to identify development needs,
To help with the management of unsatisfactory performance, and
To provide a basis for future decisions on rewards, probation and promotion (WCED Procedure Manual SPMDS, 2004: 1-2).

These systems are currently being introduced and provide an opportunity for future study to determine whether it they have improved performance standards.

9.5 ADDITIONAL EXTERNAL AND INTERNAL AUDITING PROCESSES

There are different types of internal and external audits in operation. The most frequently used external audits at schools are financial audits, specialised Programme audits, internal accounting audits, contract audits and forensic audits. The aim of these external auditing processes is to determine whether the school manages its financial and asset governance processes efficiently and economically. It is also aimed at determining whether comprehensive strategic planning and good governance processes exist and whether risk management is a priority for school management.

The concerns with service delivery, poor management of assets, such as textbooks and other problems as expressed by the Educational Ministry in the Review of the Financing, Resourcing and Costs of Education in Public Schools, require regular external as well as internal audits. Such audits enable principals and the senior management team to remedy deficiencies, monitor the use of

resources and improve accountability (US MPA notes in Public Sector Internal Auditing, 2003: 74).

Internal audits entail quarterly moderation of marks, work schedules, projects and written books. It is also expected of the school to undertake an annual stocktaking exercise, to report on losses and to submit a report to the Department of Education.

Lastly, the entire framework of effective, efficient and economic service delivery in education rests on governance processes. These governance processes influence the discipline and structure needed in education and gives effect to the ethos of national, provincial, district and community-based educational institutions. According to the Report on the Review of the Financing, Resourcing and Costs of Education in Public Schools, poor governance processes sustain a unhealthy ethos or entity culture, which results in further degradation and the delivery of poor quality education.

9.6 RISK MANAGEMENT FOR SCHOOLS
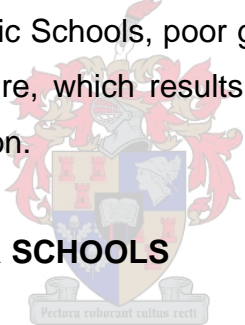
Risk management is a relatively new tool for schools. It can be employed by schools to prevent or minimise risks that affect the delivery of the quality of education. It also enables principals to manage risks better by understanding what risk management encompass.

Herewith a diagram in Figure 9.1 of the risk management model to illustrate what risk management encompasses. The relationship between the objectives, governance processes and controls is evident (US MPA notes in Public Sector Internal Auditing, 2003).
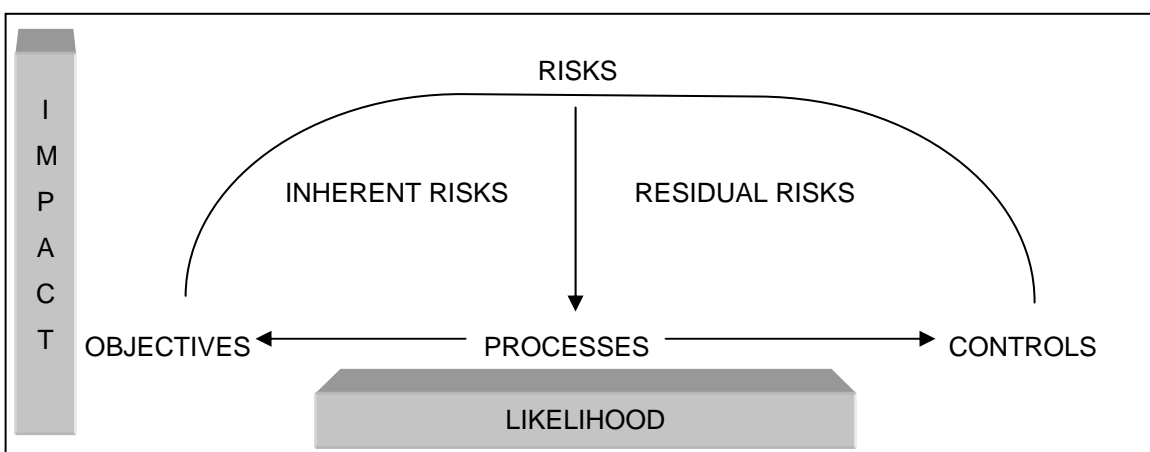
Figure 9.1 Risk Management Model

Risks are identified as either inherent risks or residual risks and the role of the senior management teams of schools is to *"identify, document and to evaluate the risk management control strategy"* (US MPA notes in Public Sector Internal Auditing, 2003: 98). Inherent risks refer to risks which an entity faces before any controls are put into place. The Education Department's intention to fund schools directly requires governance processes and controls which will ensure that funding is spent efficiently, effectively and economically.

Such a change in status from a Section 20 school to a Section 21 school necessitates the appointment of staff with financial and procurement expertise. The lack of such expertise consequently qualifies as an inherent risk. Residual risk refers to risks that remain after management has responded to the risks and established controls to minimise the level of risks. The location of a school and the impact of the socio-economic circumstances on that particular school would qualify as residual risks.

Moreover, a risk management strategy will also enable schools to evaluate events or risks from two perspectives, namely likelihood and impact. Likelihood entails the possibility that a given event could occur, while impact represents its effect. The likelihood of the occurrence of degradation at schools located in poorer areas cannot be disputed, however by asking parents to volunteer and

help with painting and repairs it can minimise the impact thereof. The likelihood of inadequate allocations and increased costs of education is almost certain. Hence, it entails serious consequences for schools and will have a catastrophic impact on the quality of education at schools.

Continuous risk assessment becomes an exercise in futility if the impact of risks is not systematically quantified and the likelihood of risks is not clearly qualified. Internal auditing therefore utilises a heat map on which the impact and likelihood of a risk is plotted in order to determine the impact and likelihood rating and to determine a plan of action. Impact can be rated as catastrophic, moderate, medium, minor and low. Likelihood can be rated as almost certain, moderate, medium, minor and low.

Risks are overall rated from low to severe. It is therefore required from senior management to manage a severe rating with a detailed plan. A high rating requires detailed research and management planning at the senior level. A major rating needs continuous senior management attention. A significant rating requires specific allocation of management responsibility. A low rating is managed through routine procedures and a trivial rating is managed through cheap, immediate resolution. An example of a heat map as illustrated in Figure 9.2 serves to indicate the different risk scenarios in education as identified in the Report on the Review of the Financing, Resourcing and Costs of Education in Public Schools:

IMPACT	**C**	M	H	S	S	S
	M	S	M	H	S	S
	M	L	S	M	H	S
	M	L	L	S	M	H
	L	T	T	L	S	M
		L	**M**	**M**	**M**	**S**
		LIKELIHOOD				

Figure 9.2 Heat mapping

In conclusion, schools can use the heat map to determine the level of impact and likelihood these risk scenarios can have on the achievement of its objectives. The example in Table 9.4 serves as an illustration to determine the level of impact and likelihood on various scenarios, which may affect the achievement of a school's objectives.

Table 9.4 Illustration to determine the level of impact and likelihood on various scenarios in education

RISK	IMPACT	LIKELIHOOD	INDICATION
Conditions of degradation at school	Moderate	Moderate	Significant
Persistent backlogs in infrastructure development and maintenance	Moderate	Almost certain	High
Inadequate allocations to the school for teaching and learning materials	Catastrophic	Almost certain	Severe

Increasing costs of education relating to school fees, transport, textbooks, uniforms and other educational materials	Catastrophic	Almost certain	Severe
Sports facilities and equipment inadequate	Low	Minor	Low

Table 9.4 indicates that the inadequate allocation of teaching and learning material and increased cost of education require senior management and governing bodies to respond with detailed strategies to avert a potential crisis. It also deserves the fulltime attention of management to reduce the likelihood and impact of these risks. The lack of sports facilities and equipment on the contrary poses a low risks and management can always seek alternative venues where learners can practice sports.

Lastly, heat mapping is a helpful tool, which enables schools to grade or assess the impact and likelihood of risks, to prioritise focus areas and to develop appropriate strategies in order to negate the impact and likelihood of various risks on the achievement of the school's core objectives.

9.7 CONCLUSION

External and internal auditing are broad-based management tools, which guide a school's overall ability to meet its stated objectives efficiently and effectively. Hence, control is not only instituted to perform quality assurance, but it is also ensures the reliability and integrity of information, compliance with policies, plans, procedures, laws, regulations, contracts, the safeguarding of assets and

the economical and efficient use of resources. This chapter therefore provides principals with a very brief overview of the variety of external and internal controls which are currently instituted by the education department. It also suggests various ideas in terms of risk management to assist schools in their efforts to improve the quality of education they provide.

Principals must however guard against developing an audit approach that *"relies upon hierarchical relationships and coercive practices"* (Shore and Wright, 2000: 62). Complexity theory provides an alternative to such an approach. It still recognises the importance of quality assurance for the success of an organisation, however it emphasises the importance of *"democratic problem-solving and decentralised experimentation rather than central control and conformity"* (Kauffman, 1995).

CHAPTER TEN

SUMMARY

The governance model for South African schools provides a leadership and management framework in terms of complexity theory principles. These principles informs the leadership paradigms and management roles of principals and senior management teams and seek to improve the effectiveness and efficiency of the curriculum delivery process and all other supporting governance processes at schools.

It guides principals in transforming schools into learning organisations, but recognises that the transition from hierarchy-oriented schools to participation-oriented schools is complex, is intended to destabilise existing systems, engages people's emotions and threatens existing work patterns, structures and power positions (Esteban and Collier in Von Weltzien Hoivik, 2002:172; Morrison, 2002). Principals and senior staff members are therefore provided with leadership and management competencies to develop and sustain such transformation and establish a progressive school environment, which promotes positive interpersonal relationships, value self-organisation and which provides the understanding of how to respond appropriately to change.

It further explains how principals can apply the transformational leadership approach to transform schools into a learning organisation. It requires a profound paradigm shift away from bureaucratic planning, managing and controlling to participative planning and shared responsibility. Morrison (2002: 122) is of the opinion that *"leadership must be distributed throughout the school and it is everybody's responsibility, e.g. teachers, students, parents, education department, community groups."* Such a paradigm shift embodies the development of a shared vision and the acceptance of a common set of values, which not only promotes shared responsibility, but also focuses on empowering

staff with the capacity to deal effectively with the demands of a "*rapidly changing global environment*" (Morecroft and Sterman, 1994: 196)*.*

The governance model also explains the difference in emphasis between the transformational leadership approach and the social learning approach. The social leadership approach opposes the *"imperialistic"* notion of the transformational leadership and extends the leadership role to accommodate *"the values of various cultures and organisation."* It requires of leaders not to impose their values on people, but to avoid such *"arrogance and grandiose"* and rather mobilise people in such a way that they do not avoid tough realities and conflicts, but that they adapt and solve their problems themselves (Heifetz, 2000: 26).

The governance model also promotes change as an inevitable element which no one can escape and provides principals and school management teams with skills, knowledge and values to engage with confidence and creativity with the many challenges presented by this fast-changing global environment. Ulbrich (2003:344) is of the opinion that *"education is an investment in human capital that pays significant lifetime dividends."* Hence*,* the emphasis throughout is on nation-building, the eradication of the legacies of our previous Apartheid education system and the development of strategies, which guarantee the delivery of quality education in all South African schools.

These strategies include the establishment of shared purpose, creativity, goals and principles and the development of a foundation of trust between all stakeholders involved in schools (Calitz *et al.* 2002: 20). It also takes into account the historical disparities between various communities, such as Wesbank, the importance of fostering partnerships to gain the support of the public and the application of best practices. Morecroft and Sterman (1994: 196) are of the opinion that these strategies are vital if organisations wish to overcome the challenges and complex problems facing them in the South Africa of today. They state: *"Eroding competitiveness, declining productivity growth,*

and explosive technological, and environmental change form the familiar litany of problems that threaten traditional organisations and management practices." The governance model recognises the impact of these technological and environmental changes and skills principals in appropriate ways to deal effectively with it.

Emotional intelligence is also an essential requirement of effective change management and the model assists principals in *"identifying, understanding, using and regulating emotions"* (Mayer and Slovenly, 1993 in Morrison, 2002: 78) to understand themselves, their leadership roles and respective management roles much better. Moreover, it encourages principals to take the initiative not only to empower employees with new competencies, knowledge and skills, but also to develop organisational intelligence by unlocking every educator's potential and self-awareness (Morrison, 2002: 91).

Organisational intelligence is underpinned by effective communication and sound labour relations. These two crucial fundamentals, which support leadership in terms of optimising the balance between the rationalistic and humanistic paradigms, are also important components of the governance model. The rationalistic paradigm emphasises the implementation of and compliance with policy, whilst the humanistic paradigm focus on the establishment of sound interpersonal relationships and accommodating the needs of educators.

The report to the National MEC for Education on the Review of the Financing, Resourcing and Costs of Education in Public Schools highlights the fact that policy implementation is an essential requirement of the education system. It states, *"South Africa has amongst the best informed and most progressive policies in the world. These policies lay an important basis for the systems we need. However, there has been inadequate translation of the 'big policies' into operational policy or into the rules and regulations and processes required for the proper day-to-day functioning of an effective schooling system"* (NDOE Report to the Minister, 2003: 9). The same report emphasises the need to

"expand current quality improvement initiatives aimed at educators, focusing on the whole range of quality issues, from specific curriculum knowledge, to generic teaching skills, to values and morale" (NDOE Report to the Minister, 2003: 35). The governance model therefore guides principals in terms of optimising this balance between policy implementation and enhancing staff morale by means of effective communication and sound labour relations.

Five management roles, which are required by the principal, are also identified in the governance model. These roles explain and illustrate practical ways to create a high-performance culture at school on a personal, school and community level. The research study also refers to the various projects and initiatives, which were undertaken at West Bank secondary school to practically illustrate these roles.

Three important governance processes are also discussed and explained in detail. These governance processes suggest various ways to cut cost, minimise wastage and eliminate fraudulent practices, whilst simultaneously emphasising participatory decision-making, consultation and involvement at all levels. Cloete (2000) agrees with this approach and is of the opinion that governance processes *"would only acquire value as supervisors and employees come to participate and collude among themselves for greater organisation improvement."*

The first two governance processes deal with budgeting and costing that apply to the translation of monetary allocations into appropriate non-personnel resources. The third governance process focuses on the establishment of an Information and Communication Technology framework and illustrates how computers contribute in terms of improving organisational efficiency and the achievement of learning outcomes by means of computer assisted education. It also emphasises the fact that schools play an important role in empowering young people with computer skills and that such an e-learning strategy is

important for the economic growth and the *"improvement of quality of life for all citizens"* (Burger, 2003:16).

ICT is also an essential tool to manage change and to foster closer ties with educational institutions throughout the world. Moreover, ICT innovation at school level lays the basis for the development of a fully-fledged digital economy, which will enable South Africa to become globally competitive, sustain economic growth, eliminate poverty, develop effective and efficient strategies to combat the spread of HIV/Aids, and to significantly improve the socio-economic conditions of everyone.

The governance model finally explains the four important controls, which exist in schools, namely whole school evaluation, systemic evaluation, staff performance appraisal and external and internal auditing practices. It also focuses on risk management and heat mapping techniques, which principals can employ to determine the level of impact and likeliness of any scenario, which may affect the curriculum delivery process of the school negatively.

Lastly, the governance model also draws a parallel between the crisis, which affected the Minnesota School System, and the current crisis in the South African school system. A study by Roberts and King (1996: 27) postulates that the call for change to the Minnesota School System was prompted by *"a crisis in educational performance, a worsening national and state economy, and a search for a new concept of governance."* Hence, the governance model offers such a new concept of governance which are not only applicable to our South African circumstances, but which in actual fact have contributed significantly to the successful establishment of West Bank secondary school. This governance model can therefore be applied at other schools as well as other state departments to improve their level of service and consequently improve the quality of life of the communities, which these institutions serve.

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