RECULTURING OF TEACHERS IN THE RESTRUCTURING OF A

DEMOCRATIC EDUCATIONAL SYSTEM IN SOUTH AFRICA

BY

IRENE KING

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SUPERVISOR: DR J DE KLERK

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DECLARATION

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

Signature:

Date: 14. 02. 2003

SUMMARY

In 1999 the Minister of Education, Professor Asmal, while praising the policy achievements of the first five years of government, described the education conditions of the majority of South Africans as a national emergency. In his assessment large parts of the system were seriously dysfunctional, characterised by rampant inequality, low teacher morale, failure of governance and management and poor learning.

In this study I will argue that a legal framework and idealist policies for change are important, but they will not adequately change schools and their cultures. A democratic culture can only be successfully established in a new democracy on the preconditions that the hearts, minds and attitudes of educators and learners are changed.

I also argue that the rationale behind restructuring is school improvement and the improvement of the quality of education, but that unless the reculturing of teachers as well as learners enters into the equation, the objectives of restructuring will never be achieved. This study analyses the restructuring that has taken place since 1994, considers possible ways of reculturing teachers and discusses the role of developmental appraisal in the process of reculturing.

The research document consists of five chapters. The introductory chapter provides the orientation for the study. This is followed by a chapter dealing with a theoretical perspective on reculturing teachers in the restructuring of schools in a democratic South Africa. Chapter Three focuses on the different policies and legislative frameworks of restructuring of schools that have been introduced since 1994; it also examines the processes of reculturing by means of professional development and in particular developmental appraisal and the instilling of morals and values as points of departure. Chapter Four reports on a questionnaire conducted in the Paarl, Wellington, Malmesbury and Franschhoek areas in the Western Cape.

The study concludes with a comparison of the findings in the empirical study and those of the South African Education for All (EFA) 2000 Report. When educators reculture themselves and their schools, they need to change the conditions of their work and make a paradigm shift. Recommendations are made on how to bring about these changes.

OPSOMMING

In 1999 het die Minister van Onderwys, Professor Asmal, hoewel hy die beleidsprestasies van die eerste vyf jaar van die regering besing het, die opvoedingsituasie van die oorgrote meerderheid van Suid-Afrikaners as 'n nationale krisis beskryf. Volgens sy bevindinge tydens 'n oudit wat gedoen was, was groot dele van die stelsel erg disfunksioneel, en gekenmerk deur groot-skaalse ongelykhede, lae onderwysermoraal, 'n onvermoë ten opsigte van bestuur en beheer en gebrek aan 'n leer-en onderwyskultuur.

Die doel van hierdie studie is om aan te toon dat beleidsraamwerke en idealistiese herstrukturering belangrik is, maar nie genoegsaam is om skole in hul geheel te verander nie. 'n Demokratiese kultuur kan slegs met sukses in 'n nuwe demokrasie gevestig word indien beide leerders en opvoeders se houding ten opsigte van waardes verander.

Ek sal verder betoog dat die rasionaal betreffende herstrukturering verbetering van skole is en die kwalitiet van onderwys in besonder, maar tensy die kultuur van sowel onderwysers en leerders in berekening gebring word, sal die ideale van herstrukturering nooit verwesenlik word nie.

Hierdie studie analiseer die herstrukturering vanaf 1994 en ondersoek moontlike maniere van herkulturering van leerkragte en die rol van ontwikkelingstaksering in die herkultureringsproses. Hierdie navorsingstuk bestaan uit vyf hoofstukke. Die inleidingshoofstuk behels die inleidende oriëntasie van die studie. Dit word gevolg deur 'n teoretiese perspektief betreffende herkulturering van die opvoeders en herstrukturering van die onderwys in 'n demokratiese Suid-Afrika. Hoofstuk Drie fokus op professionele ontwikkeling, met besondere klem op ontwikkelingstaksering en die vestiging van morele waardes as vertrekpunt.

Hoofstuk Vier bied 'n respons op die vraelys wat die empiriese studie vorm. Hierdie navorsing is in die Wes-Kaap gedoen en spesifiek in Paarl-, Wellington-, Malmesbury-, en Franschhoekgebied. Die navorsingstuk sluit af met 'n vergelyking tussen die bevindinge van die empiriese studie en die "South African Education for All (EFA)" 2000 verslag.

Indien opvoeders hulself en hul skole wil herkultureer, moet hulle desnoods hul werksbenadering verander en 'n paradigma-skuif maak. Aanbevelings word gemaak rakende hoe sodanige veranderings bewerkstellig kan word.

DECLARATION

I, the undersigned, hereby declare that this assignment was edited by me:

.... Dr. Edwin Hees ....

Academic Qualifications: ..... D. Litt. et Phil ....

Signature: ..... *[signature]* ..... Date: .... 14/3/2003 ....

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I dedicate this thesis to my husband Kirby and my son Grant.

I hope and pray that my son will someday take the time to read this thesis.

Grant, I am sure that you will get a better understanding of your mother and

about the things that matter to me.

I still believe that you are as big as your dreams

and I hope that you will find your dreams soon.

With all my love

Mummy

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CHAPTER 1

ORIENTATION, PROBLEM FORMULATION AND CONCEPTUALISATION

"Restructuring is a new way of thinking about educational reform. Restructuring is, importantly, stimulated by highly challenging outcomes for students… These outcomes will require a holistic approach, engaging the entire system." (Hord).

1.1 INTRODUCTION AND BACKGROUND

"An educator must be a learning mediator; an interpreter and designer of learning programmes a leader, administrator and manager; a scholar, researcher and lifelong learner; an assessor; a learning area specialist. He or she is expected to play community, citizenship and pastoral roles, to practise and promote a critical, committed and ethical attitude towards developing a sense of respect and responsibility towards others, uphold the Constitution and promote democratic values and practice in schools and society…" (Department of Education: Manifesto on Values, Education and Democracy: 2001).

This is how former President Mandela described the ideal teacher, but if one looks at the headlines of the *Cape Argus* of September 18, 2002 "Our classrooms of shame", the reality is far from the ideal. The *Argus* report is quite shocking as it tells of teachers in the Western Cape who "beat, sexually assault and rape pupils" and notes nearly 250 cases of misconduct pertaining to these offences. The second most common complaint against teachers, according to the report, is absenteeism, followed by fraud or corruption. Despite all the in-service training and the new policies, there seem to be a number of teachers whose sense of commitment appears to have become a broken promise in the South African context. On the other hand, teachers are not the only ones to blame for the condition of education at present, as discipline among learners also leaves much to be desired.

Considering the high expectations the Department has of teachers, something drastic should be done to restore the culture of learning and teaching. The post-election Department of Education started off by putting a number of new policies in place that gave a totally new dimension to education. The objectives of the changes in the educational system were not only intended to address the inequalities of the past, but also to deliver quality education for

all South Africans by addressing the issue of norms and standards for teachers. Educators therefore should commit themselves to do all within their power in the exercising of their professional duties to act in accordance with the ideals of their profession. The principals and staff members should strive to realise the mission of their schools by upholding its values – values which should be there for all to see.

The paradigm of total quality in South African schools entails the continuous improvement of teachers. People should not be content to remain as they are, no matter how successful they seem to be. Quality begins with an understanding of our stakeholders' needs and expectations, but ultimately it means meeting or exceeding those needs and expectation. People are the individual employees of the organisation. They can be understood in terms of their demographic characteristics, skills, experiences, expectations, values and attitudes. In any organisation – and in our case, specifically in schools – an attempt should me made to develop individuals who have a broad array of knowledge and skills and contribute flexibly to organisational success and particularly student performance. The appraisal system which, according to the literature, has already been implemented in many other countries, could be a way of improving the quality of teaching and education.

Appraisal systems emphasise the alignment of job expectations and appraisal criteria with organisational performances outcomes. Rosenholz (1989: 202) provides a fresh perspective on the teacher's workplace that includes shared goals, teacher collaboration, teacher learning, teacher certainty and teacher commitment. Without learning opportunities, task autonomy and merit awards a teacher's sense of commitment can be choked by a string of broken promises.

In education today there is a growing appreciation of the significance of effective in-school leadership and the development of skills to be effective. Hence, if we take the above ideals into consideration, the educator has no choice but to participate in developmental appraisal.

The purpose of this study is therefore to reflect on and determine whether the transformation in education and the South African government's new set of educational policies promulgated since 1994 can change the attitudes and values of teachers and make a contribution towards the new democracy through quality education. In this study I will argue that legal frameworks and idealist policies intended to promote change, such as those

developed by the post-apartheid government, are important, but they are not enough to change schools and their cultures.

In 1999 the Minister of Education, Prof. Asmal, while praising the policy achievements of the first five years of government, described the education conditions of the majority of South Africans as a national emergency. In his assessment large parts of the system were seriously dysfunctional and there was rampant inequality, low teacher morale, failure of governance and management, and poor quality of learning (Christie 2001: 268).

According to Fullan (1996: 7), the fundamental problem with educational reform is that the teaching profession itself has not undergone the changes necessary to put it at the forefront of educational development. Fullan (1996: 12) argues that reculturing is the "…process of developing new values, new beliefs and norms". He states that systematic reform involves "…building new conceptions about instruction … and new forms of professionalism for the teacher".

Restructuring involves changes in the roles, rules and relationships among students, teachers and administrators, as well as between administrators at various levels from those in the school building to the district office to the state level, all with the aim of improving student outcomes. Since restructuring is a process that facilitates change, it is only once decisions have been taken on what would be in the best interests of the learner in a school that restructuring is possible. In South Africa the process without any doubt occurred in reversed. Unless there is a clear and coherent plan for development over a period of time, subject to stringent monitoring and evaluation of a kind consistent with the developmental aims of the school, effective change will be inhibited.

Yet restructuring entails far more than just producing change. Its main exponents posit that schools need to have in place not only a "core technology of teaching", but two variables in addition to these central variables. Poster describes these additional variables as enabling and supporting variables, such as "…school-community relations, school governance, working relationships, the learning environment, and teacher development." (Poster,1999:1)

Considering the above definitions of restructuring, South Africa is on the right track as far as restructuring is concerned, because the country has all the appropriate policies in place to

bring about change. The question now is whether the restructuring has brought an improvement in student performance.

1.2 THE AIMS OF THE STUDY

With an allocation of more than 20% of the national budget, South Africa's education budget has been the largest in recent years. This makes South Africa one of the countries that spends the most on education, but statistics have shown that our learner performances are among the worst in the world. Ninety percent of money is allocated to teachers salaries, leaving very little for infrastructure, teaching materials and other resources. The aim of the study, firstly, is to determine whether restructuring and the reculturing of teachers and other different role players can bring about meaningful change in schools' effectiveness and learners' performance. Considering the large amount spent on teachers' salaries, one would think that teachers, being the most expensive resource, should have the greatest impact on the transformation process and the quality of education. Secondly, the researcher wants to establish whether the changes have brought about an improvement in student performance, which according to literature, should be the ultimate outcome of restructuring.

One also hopes that the research will pinpoint some of the core problems of education and the teaching fraternity by looking at the lack of teamwork in the teaching profession, the lack of creativity, the low levels of trust among the different role players, the low morale of teachers, developmental appraisal as a means of improving the teachers' performance and the effect of instilling democratic values to address the lack of discipline in schools.

Teachers need to change their behaviour and attitudes, and ought to commit themselves to bringing about meaningful change. Reculturing of teachers is therefore essential in the restructuring process.

1.3 LIMITATION OF THE STUDY

The research area was limited to the Western Cape Province and, more specifically, to the Paarl, Franschhoek, Wellington and Malmesbury areas. Questionnaires were sent to nine schools in this area.

1.4 RESEARCH METHODOLOGY

Schumacher *et al.* (1993: 8) define research as a *systematic* process of collecting and logically analysing information (data) for some purpose. The main reasons for undertaking educational research are to develop new knowledge about teaching and learning and ensuring that the new knowledge will prove to be valuable in that it will lead to an improvement in educational practice. Multi-method research strategies were used to collect data in this investigation.

1.4.1 LITERATURE STUDY

Cozby (1981: 20) has the following to say in this regard: "Before any research project is conducted, the investigator must have thorough knowledge of earlier research findings. Even if the basic idea has been formulated, a review of past studies will aid the researcher to clarify his idea and design the study". A study of the literature forms a fundamental and integral part of the planning and execution of a research project.

This research study was conducted by means of a review of the literature, which consisted of books, educational journals, newspaper articles and unpublished works which confirm the response to the questionnaire.

1.4.2 CONCEPTUAL ANALYSIS METHOD

Schumacher and McMillian. (1993: 448) agree that conceptual analysis method clarifies concepts by describing the essentials or generic meaning of the concept, or describing the appropriate usage for the concept in a variety of instances. In this research the concepts of reculturing and restructuring are examined contextually, i.e. socially as well as academically. The end product of this conceptualisation process is the specification of a set of indicators of what we have in mind, indicating the presence of the concept we are studying.

1.4.3 EMPIRICAL OBSERVATION

An empirical study was conducted be means of questionnaires and interviews as well as departmental studies to provide an in-depth understanding of what was being investigated.

Participants' observations enabled the researcher to gauge people's perceptions of reality as expressed in their actions, feelings, thoughts and beliefs. Roles of conflicts and emotional involvement may reduce the validity of the data that have been collected.

1.4.4   UNSTRUCTURED INTERVIEWS

Babbie (1998:293) describes an unstructured interview as "… an interaction between an interviewer and a respondent in which the interviewer has a general plan of inquiry but not a specific set of questions that must be asked in particular words and in a particular order".

Much of the data were obtained via personal observation and unstructured interviews conducted over the past 18 months in different contexts. These interviews often more than not consisted of conversations rather than formal interviewing and took place in various settings. These interviews often resembled a discussion of the subject in order to obtain information.

1.5   OUTLINE OF THE RESEARCH PROGRAMME

This research paper consists of five chapters. The first chapter provides the preamble to the study, the statement of the problem, the aims of the investigation, the research method, the definition and the elucidation of the concepts, and the programme of research. This thesis describes an investigation of nine schools to determine whether restructuring can bring about schools that are more effective. The study is therefore interpretative and subjective. In the next chapter I will demonstrate that restructuring is not simply an abstract theory, but a concrete process to improve learner achievement. In the South African context it is also a process intended to address the inequities of the past and to improve learner outcomes. I also argue that restructuring will not make a valuable contribution to democratic education unless the reculturing of teachers takes place through in-service training, self-development and the instilling of values through teacher modelling. The focus is therefore on school improvement through restructuring and the reculturing of teachers.

Chapter Two defines the concepts which are of central importance to this study. Chapter Three focuses on the restructuring of schools and the reculturing of educators from a theoretical perspective. An outline is given on how restructuring has taken place in the South

African context and the influence it has had on education *per se*. Reculturing is also defined in this chapter and an in-depth review is given of the different ways to implement reculturing. The researcher will focus on the following three aspects:

- Restructuring will only bring about positive change if the reculturing of teachers takes place;
- In a living democracy, including the community, school leaders and learners should engage in collective inquiry to create conditions in which the process of school improvement is entrenched;
- Staff development, in particular by means of developmental appraisal embedded in the workplace, increases the implementation of school development initiatives.

Chapter Four contains the results of the empirical study undertaken by the researcher. In Chapter Five conclusions from the case studies and the analysis in terms of the restructuring process are drawn. Comparisons are also made between the findings of the South African Education for All Report (2000) and the outcomes of the empirical study. Recommendations are made on how restructuring and reculturing could promote the development of school effectiveness in a democratic South Africa. This chapter reaffirms the need for reculturing and restructuring as a continuous process, one that routinely reviews and evaluates all aspects of school organisation and management.

CHAPTER 2

RECULTURING OF TEACHERS IN THE STRUCTURING OF SCHOOLS IN A DEMOCRATIC EDUCATIONAL SYSTEM: A PHILOSOPHICAL PERSPECTIVE

In this chapter the researcher will explain the process of transformation of the educational system in South Africa. Restructuring will be analysed in the South African context and the researcher will look specifically at the reculturing of teachers and the role of developmental appraisal in this process.

2.1 MOTIVATION AND RELEVANCE OF THE PROBLEM

2.1.1   TRANSFORMATION IN EDUCATION

Since April 1994 the education department together with teacher organisations and unions embarked on a national strategy to transform the entire education system. The new government's vision for education was based on a complex reform agenda, with policies that would shift the values and practices of apartheid education towards a democratic, rights-based approach to foster social and economic development. A number of projects were put into place to contribute towards the democratisation and transformation of education.

The National Department of Education approached its task by developing a set of framework policies that covered most aspects of schooling. Symbolically these policies were designed to break down the assumptions of apartheid and provide an alternate vision for education, for example:

- A new outcomes-based curriculum framework (Curriculum 2005) and new assessment policies were developed from 1995, interlacing with a new national qualifications framework and the South African Qualifications Authority;
- New frameworks, norms and standards for school governance were set out in the South African Schools Act (1996) and subsequent acts and regulations;
- Norms and standards for school funding were drawn up to redress past imbalances (1998);
- Frameworks for teachers' employment were set out in the Educational Labour Relations Act (1998) and accompanying agreements.

The development of a new teacher appraisal instrument became one of the projects. Given the conditions in schools, the appraisal process endeavours to democratise teaching and schooling holistically and to restore the culture of learning and teaching.

2.1.2 DEVELOPMENTAL APPRAISAL AS A RECULTURING INSTRUMENT

According to the National Teacher Appraisal Pilot: Draft Report (1997), the period between 1990 and 1994 was characterised by conflicts and unhealthy relationships between teachers, inspectors (now called circuit managers), subject advisers and principals. This period also saw teachers demonstrating their anger and frustration towards the whole system of inspection and subject advisory services by denying inspectors and subject advisers access to schools and their classrooms. Even principals were denied access and there was a real deterioration in the standard of teaching. The work of learners was not marked regularly. Teachers repudiated the system of inspection and evaluation for both work-related and political reasons.

According to the research done by the National Teacher Appraisal Pilot (1997), teachers were mainly unhappy with the merit awards system and promotion which was attached to the merits award system. The system of merit awards was unacceptable to teachers as it compelled them to conform to the system for the sake of obtaining rewards. In most cases subjective elements prevailed when recommendations were made for promotion purposes. This further divided teachers from one another by ranking them. This in turn often led to divisions among staff members, which gave rise to a situation smacking of "divide and rule". Consequently competitive relations among teachers were encouraged instead of fostering some shared goals towards quality education.

Because there was no transparency in the previous system, the management team of the school (the principal, deputy principal and heads of department) was always under suspicion and the inspectors (circuit managers) were never open about the criteria. Consequently the inconsistency and subjectivity of the evaluation system led to a lack of confidence in its reliability and credibility. This was coupled with the existence of wide-ranging political issues that forced inspectors not to promote some teachers because of their political activities.

Teachers thus identified inspectors with the oppressive system of apartheid. This resulted in the demise of the culture of teaching and, with it, the culture of learning.

This whole situation had devastating results for the country. Subsequently the South African Democratic Teachers Union (SADTU) embarked on a national defiance campaign in the early 1990s in which the teacher evaluation system was completely rejected. Teachers rejected any form of evaluation by inspectors, subject advisers, principals and heads of department (HODs) (National Teacher Appraisal Pilot; Draft Report: 1997: 3). This contributed, amongst other things, to the breakdown of the culture of learning and teaching as well as a dramatic loss of professionalism among teachers. In short, teachers repudiated the system of inspection and evaluation for both work-related and political reasons.

According to Montgomery and Hadfield (1989:9), appraisal is "…a continuous and systematic process intended to help individual teachers with their professional development and career planning, and to help ensure that the in-service training and deployment of teachers match the complementary needs of individual teachers and the schools."

The purpose of in-service education shifted from upgrading the individual teacher's competency to promoting the professional growth of the entire school staff by engaging the staff in co-operative efforts to solve school problems. Teachers are encouraged to work on curriculum development, to serve on problem-solving committees and to do action research; the theory is that such participation would increase the teachers' commitment to school goals and would facilitate change in the school.

According to Evans and Tomlinson (1989:60), appraisal contributes to the following eight of the eleven factors identified as characteristics of effective schools:
- Enhancing professional leadership;
- Promoting a shared vision and goals;
- Increasing the concentration on teaching and learning;
- Establishing explicit high expectations of staff;
- Ensuring positive reinforcement through acknowledging the contributions of staff;
- Monitoring progress and the career development of staff;
- Providing opportunities to develop more purposeful teaching;
- Enhancing the sense of a school being a learning organisation.

2.2   EXPLANATION OF KEY CONCEPTS

2.2.1   DEMOCRACY IN EDUCATION

According to Steyn *et al.* (1998:10), "… special links exist between democracy and school education. It is a logical fundamental requirement for a citizen in a democracy to be educated." He continues: "… one of the major challenges for democracy is to develop educational institutions (e.g. schools) that can build and maintain a democracy and enhance democratic values." (Steyn, *et al.*, 1998:10)

The democratisation of education includes the idea that stakeholders such as parents, teachers and other people such as members of the community near the school must participate in the activities of the school. A democratic culture can only be successfully established in a developing country like South Africa on condition that the hearts and minds of the individual members of the nation are won over to the cause of true democracy.

The leadership qualities of an effective principal are a crucial element in school reform. Schools need capable and caring principals who can recognise problems and face them with inspiring leadership and hard work and who possess the vision necessary to make progress. In an effectively and democratically run school, direction is an essential aspect. This means that leaders need to be direction at the appropriate times and in the appropriate ways. Delegation of tasks allows for the sharing of control and responsibility – an important aspect of democracy.

According to Sergiovanni (1994:6-7) a school's root leadership has to do with connecting people morally to one other and to their work. The work of democratic leadership involves developing shared purposes, beliefs, values and conceptions geared towards teaching and learning, community building, collegiality and character development. In essence, democratic leadership is an approach that facilitates the redefinition of teachers' mission and vision, a renewal of their commitment and the restructuring of their systems for goal accomplishment.

Schools are particular kinds of organisations and education is a particular kind of process that does not embody the notion of equality in the way often understood within the context of democracy. This is because the educational relationship (teacher-learner) entails one guiding the other, although there should be mutual respect between one another. Steyn *et al.* (1998:81) argue that "The inequality of educative relationship is not one of human dignity, but one of knowledge, wisdom and skills between learner and teacher" Democracy implies shared decision-making, representation, transparency, accountability and delegation of tasks that allow for the sharing of control and responsibility – an important aspect of democracy.

2.2.2. DEMOCRATIC VALUES AND MORAL EDUCATION

According to the conversation between Socrates and Meno, moral education begins with an ancient question put to Socrates by Meno: "Can you tell me, Socrates, whether virtue is acquired by teaching or by practice: or by neither teaching nor practice, then whether it comes to man by nature, or in what other way?" Socrates answers, "You must think I am very fortunate to know how virtue is acquired. The fact is that far from knowing that it can be taught, I have no idea what virtue is" (Sizer & Sizer, 1999: 11). Teachers should nevertheless strive to be moral mentors and demonstrate professional behaviour; they ought to be:

- Reliable, punctual co-operative and willing;
- Committed to further professional training;
- Able, in conjunction with colleagues, to establish long-term and short-term aims;
- Objective and set learning objectives,
- Capable of responding to professional teamwork;
- Capable of carrying out tasks without bias;
- Involved in after-school activities;
- "time–honoured" characters.

The part that schools play in the teaching of values and the part values play in the organisation of schools are closely connected. The values of schools are apparent in their organisational structures, curriculum and disciplinary procedures, as well as in the relationships between teachers and pupils. Values are reflected in what teachers choose to

permit or to encourage in the classroom and in the way they respond to children's contribution to learning, while children learn values form such responses in the process.

2.2.3   RECULTURING

According to Fullan (1996:226), reculturing is the process of developing new values, beliefs and norms. Teachers can be recultured by means of professional development and self-improvement.

The Ministry of Education (Department of Education 1999:14) regards teacher education, including the professional education of trainers and educators, as one of the central pillars in implementing curriculum change. Interventions have resulted in the publication of the norms and standards for educators gazetted in February 1999, which outlines the policy regarding the appropriate qualifications of educators, the evaluation of these qualifications, workload of educators, duties and responsibilities of educators and rank designation.

The policy instrument has two major purposes. Firstly, it is used as a vehicle to put forward the Department of Education's vision of teacher development to indicate the norms and standards of competence that should be met by all the educators. Secondly, the Department of Education uses the norms and standards as criteria by which it evaluates qualifications for employment in education. The quality of the teaching force is an important factor in the achievement of learning outcomes because the role of educators in the assessment of learner performance is critical.

2.3   RECULTURING AND RESTRUCTURING IN SCHOOL IMPROVEMENT

According to the literature, everyone appears to believe that the culture of the school holds the key to improving the quality of student learning. Whitaker (1994:87) argues that culture and structure are interdependent and the relationship between them is dialectical. He states that structures influence the culture and that changes in the culture (that is value systems and beliefs) can change underlying structures and *vice versa*. According to him, structures are often regarded as the more basic and profound in that they generate cultures which allow the structures to work. If one changes structures too radically, without paying attention to the

underlying culture, then one may get the appearance of change (restructuring), but not the reality of change in the culture (reculturing).

2.3.1   RECULTURING THROUGH SCHOOL CULTURE

The culture of the school is comprised of the values, the underlying norms which are given expression in daily practice and the overall climate of the school. Examples of aspects of school life that reflect its overall culture are:

- The extent to which teachers and learners are motivated;
- The ways in which students and parents are involved in the life of the school;
- The ways in which people relate to one another;
- The general attitude towards teaching and learning;
- The approach to discipline;
- Punctuality at school;
- Consistent class attendance by learners and teachers
- Whether staff development is supported and fostered.

Barth (1990:45) argues that "… many attempts to improve school dwell on monitoring adult behaviour, on controlling students, on the assurance of student achievement, and on the visible attainment of prescribed skills. The central question for a community of learners is not 'what should students, teachers and principals know and do, and how do we get them to know and do it?' Instead the underlying question is 'under what conditions will principal and student and teacher become serious, committed, sustained, lifelong, cooperative learners?'" The culture of the school is the key to successful school improvement.

2.3.2   WHOLE SCHOOL DEVELOPMENT AS A RECULTURING PROCESS

The concept of the whole school involves building an enabling environment, which supports people's efforts to change and encourages ongoing reflection towards improvement. Ultimately developing the whole school means changing the culture of the school, because if the culture is one which does not encourage change and which leaves staff, students and parents lacking in motivation and morale, any attempted improvements will be unlikely to last. Since ongoing change is the only predictable phenomenon in our lives, whole school

development means building the capacity of teachers and others in the school community to manage change effectively and to ensure the development of the school as a learning organisation.

2.4 CONCLUSION

Change is only possible when individuals have changed their perceptions and values, and it is important to be realistic about the time that this may take. Irrespective of the policies that are in place or implemented, only people can bring about real change.   In the next chapter I shall look at the changes that ought to take place to reculture teachers in the restructuring process.

CHAPTER   3

RESTRUCTURING OF SCHOOLS AND RECULTURING OF EDUCATORS: A THEORETICAL PERSPECTIVE

"The biggest day-to-day repository of constructive power to improve schools is in the hearts, minds and hands of people who work in them" (Kennith A. Sirotnik)

3.1   INTRODUCTION

The word "restructuring" is heard every day with regard to schools and the private sector. What gets conjured up by the term "restructuring" is often some executive who is rearranging "forms" in the hope that quality of performance (specifically the quality of teaching and learning in education) will improve. Unfortunately, many educational policies, even well-intentioned efforts that proceed under the banner of school restructuring or reform, continue to create roadblocks to good practice and school development through a misunderstanding of the complexity of the process of change and the critical importance of local engagement.

In South Africa the new policies in education aimed at the restructuring of schools caused a great amount of frustration among educators. Restructuring led to rationalisation, resulting in a "brain-drain" from the teaching profession as a result. Teachers have to deal with bigger classes and students who are disrespectful and insist on their rights, which creates a number of disciplinary problems very few teachers can deal with. (Galant 2002: 181)

3.2   RESTRUCTURING OF SCHOOLS

In recent years many change agents internationally have advocated the restructuring or reform of schools as a vehicle for school improvement. Whitaker (1994) argues that restructuring of schools will lead to dramatic improvements in student performance. Schools will be models of organisational excellence and teaching will be looked on as a rewarding and respected profession. Whitaker (1994:1) states: "Restructuring has replaced reform as the best hope for dramatically improving schools because the focus is on the future, rather than dwelling on the past."

The notion of changing the use of time, space, roles and relationships in schools to improve learning makes a great deal of sense. School restructuring is a long-term process. It involves much more than changing structures and processes. It involves developing new conceptions of work and renegotiating long-established working relationships. Restructuring refers to changes that are imposed externally. Fink and Stoll (1998: 30) define "restructuring" as follows: " …to describe a pattern of events and activities in which government has mandated changes through 'top-down' directives". The words "restructuring" and "reform" in a South African context can also describe the pattern of events and activities in which government has mandated change through top down activities.

The progress of school restructuring is also linked to the concurrent change of other aspects of the school system that complement specific restructuring initiatives. Critically important here are strong community support, collaborative labour relations and positive administrative relations. Support and collaboration do not just happen by themselves. They must be actively cultivated and nurtured over time. Equally important is the emphasis that is placed on building knowledge, conceptual understanding and the skills of teachers and administrators. This suggests that restructuring must be viewed as a problem of capacity building of individual and institutional learning and change.

The policy documents which have brought about change and restructuring will be discussed below.

3.2.1 POLICIES AND LEGISLATIVE FRAMEWORK

Since 1994 South Africa has embarked on an open and transparent process of policy-making. The most important policies and legislation regulating the provision of basic education are outlined below. An important influence underwriting educational policy in South Africa is the commitment to extending democracy and participation in education as expressed in the first White Paper on Education and Training (Department of Education 1995) in the context of a new democratic state.

3.2.1.1 THE CONSTITUTION

The adoption of the new Constitution brought about the transformation of the education system guided by various policies and instruments. A unitary system of education was created and was to be managed by the National Department of Education and nine Provincial Education Departments.

In effect, the 1996 Constitution requires that education be transformed and democratised in accordance with the following values:

- Human dignity;
- The achievement of equality;
- The advancement of human rights and freedom;
- Non-racism; and
- Non-sexism

The Constitution recognises that everybody has a right to basic education; therefore the state must do all that is reasonable to ensure that everybody receives a basic education. The Constitution therefore states that everybody has a right to:

- Basic education, including adult basic education; and
- Further education, which the state, through reasonable measures, must make progressively available and accessible.

This idea is taken further in the South African Schools Act, No. 84 of 1996, which requires all learners to have equal access to basic and quality education without discrimination of any kind.

The National Education Policy Act, No. 27 of 1996 is pivotal in facilitating the democratic transformation of the national system of education into one that serves the needs and interests of all the people of South Africa and upholds their fundamental rights. The Act gives the Minister of Education the power to determine national educational policy for planning, provision, financing, staffing, co-ordination, management, governance, programmes, monitoring, evaluation and general policy. The Minister should take into account the

competency of the provincial legislatures and the relevant significance of any provisional law relating to education.

3.2.1.2 THE SOUTH AFRICAN SCHOOLS ACT (1996)

The South African Schools Act (1996), which replaced the Education Acts of the apartheid government, asserts that all learners have the right to access both basic and quality education without discrimination of any sort. Therefore "…no learner may be denied admission to an ordinary school on any grounds, including grounds of disability, language, learning difficulties or pregnancy" (Department of Education 1997 a: 44).

The Schools Act (1996) further requires that the quality of education received by all learners must be improved. This implies that there must be improved provision of facilities, better-trained educators, better methods of teaching and learning, and improved school conditions. Learners must also be better motivated and disciplined to take their education seriously and to use the opportunities that are now open to them.

The South African Schools Act has paved the way towards a single, non-racial school system. It also makes schooling compulsory for children aged 6 – 15. In terms of the Admission Policy for Ordinary Schools (1998) a learner could only enter Grade 1 in the school year in which he/she turns 7. This has changed in the meantime after a Constitutional Court ruling against the Minister of Education. In terms of the promulgation of the amendments to the South African Schools Act No.84 of 1996,, heads of provincial education departments may enrol underage learners at public schools (*Government Gazette* No. 24113: 2002).

3.2.1.2 THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT (1995)

The South African Qualifications Authority Act No. 58 of 1995 provides for the development and implementation of a National Qualifications Framework (NQF) and for the establishment of the South African Qualifications Authority (SAQA). The NQF establishes an integrated national framework for learning achievements. The main aim is to enhance access and mobility as well as quality in education and training.

Specific objectives of the NQF are:

- To create an integrated national framework with common standards for learning achievements;
- To facilitate access to, and mobility and progression within, education, training and career paths;
- To enhance the quality of education and training;
- To accelerate the redress of past unfair discrimination in education, training and employment opportunities; and
- To contribute to the full personal development of each learner and the social and economic development of the nation as a whole.

3.3 TRANSFORMATION OF THE EDUCATION SYSTEM

The following principles underpin the transformation of the education system in South Africa and redress within this system, especially with respect to the equitable provision of finances and resources:

- Access to basic education opportunities for Lifelong Learning;
- Quality, in terms of providing learners with learning opportunities of an acceptable standard. The achievement of basic education for all has both quantitative and qualitative dimensions;
- Efficiency, to ensure optional value for the considerable financial and other resources, the state and the private sector must invest in education;
- Democratic participation in the governance and management of education institutions and the sub-system as a whole;
- Sustainability of development initiatives so that they will contribute to overall transformation in the long term;
- Relevance of education to the needs of the economy and the individual's vocational aspirations, as well as broader social and cultural values (Education for All, in Department of Education 1999).

To a large extent these key principles have influenced the determination of targets and priorities within the broader agenda for the transformation of education. According to Perkins (1992: 10), efforts to restructure schools typically emphasise fundamental changes in

the pattern of governance, class periods, curriculum and testing in order to liberate and energise teachers and learners to enable them to get on more effectively with the business of education. Most definitely, then, some degree of restructuring is fundamental to the effectiveness of education in South Africa.

Restructuring and reform also include "school-based" management to ensure more involvement in decision-making at school level. To many the restructuring encompasses only change in structural elements of school organisation, including the roles and rules that define the working relationships among professional staff, administrators, students, parents, authority relations and governance as well as the connections between the school and its environment. Whitaker (1994: 2) defines restructuring as "a fundamental change of assumptions and practices about what schools are for, how they are organized, and how they operate". Whitaker (1994: 2) adds: "We must learn to break the tie that binds us to structures that have lost their effectiveness. That is what restructuring is all about." For restructuring to be effective, teachers and all the role players need to reculture as well.

3.4. RECULTURING

"The fundamental problem with educational reform is that the teaching profession itself has not undergone the changes necessary to put it in the forefront of educational development" (Fullan, 1993: 6).

In the light of the above statement, one needs to look very seriously at the reculturing process. According to Fullan (1996: 226), reculturing transforms the habits, skills and practices of principals and educators towards a greater professional community which focuses on what students are learning and what actions should be taken to improve a problematic situation. Fullan (1996: 226) describes reculturing as the process of developing new values, beliefs and norms. Systematic restructuring involves building new conceptions about teaching and new forms of professionalism for teachers. Bitzer agrees that transformation involves much more than restructuring. According to Bitzer (1998:4), real educational transformation involves:

- A fundamental change into the underlying values and presumptions that applied in the past;
- A new vision for the future in terms of expectations, possibilities and opportunities;

- New aims and objectives; and
- A new disposition/attitude as a consequence of transformed perspectives.

The restructuring of South African education since 1994 was unfortunately not accompanied by reculturing. According to De Klerk (2002: 4), reculturing and a move from first-order change to second-order change will manifest themselves only after real change in underlying values has taken place and people strive for the attainment of new goals and objectives. "First-order changes try to make what already exists more efficient and more effective, without disturbing the basic organizational features, without substantially altering the ways in which adults and children perform their roles. Second-order changes seek to alter the fundamental ways in which organizations are put together. Introduce new goals, structures and roles that transform familiar ways of doing things into new ways of solving persistent problems" (Cuban 1990: 73). When we use the word "values" in this context, we refer to the pattern of human behaviour embodied in values, thought, speech and action that presents itself in the school environment.

The Education Department has put many policies in place which are supposed to "reculture" teachers and students to instil a culture of learning and teaching. Even though the Minister of Education insists on "task on time" and parents and governing bodies are notoriously grudging about in-service training during school hours (as they argue that teachers should be teaching their children), reculturing and retraining are necessary for educators to cope with the new developments in teaching. But this attitude of both parents and administrators fails to recognise the rapid pace of development of new ideas about teaching and also fail to appreciate how much teachers can learn from one another as well as from outside sources. Schools and educators need reculturing to foster thoughtful learning in learners and thoughtful teaching in educators as well.

In his opening address of the Saamtrek conference held in 2001, President Mandela said: "One of the most powerful means by which children and young adults acquire values is seeing individuals whom they admire and respect exemplify those values in their own being and conduct." He added that "an educator must be: a learning mediator, an interpreter and designer of learning programmes, a leader, administrator and manager, a scholar, researcher, lifelong learner, an assessor, a learning area specialist" (Department of Education,2001:7)

The absence of reasonable retraining opportunities and the development of teachers as part of a reculturing process will render the transformation project meaningless. When we use the word reculture, we are also talking about the professional quality of the development of the teacher.

3.4.1   RECULTURING CALLS FOR PARADIGM SHIFTS

The word "paradigm" comes from the Greek word which was originally a scientific term and is more commonly used today to mean a model, theory, perception, assumption or frame of reference. In a more general sense, it is the way we "see" the world – not in terms of our visual sense of sight, but in terms of perceiving, understanding and interpreting it. These paradigms are the sources of our attitudes and behaviour. We cannot act with integrity outside of them. In scientific circles, dramatic transformations, revolutions of thoughts, great leaps of understanding, and sudden liberation from old constraints and limits are called *paradigm shifts.*

Kuhn introduced the term paradigm shift, which means fundamental transformation. Kuhn (1962: 24) explains that a crisis is often the only thing that brings about change. That is precisely the predicament in which education finds itself today.

A paradigm shift, with its many concomitant implications, is needed to sweep across education, beginning with a fundamental change of mission. Teachers in the reculturing process should work on their behaviour and try harder, be more diligent, double their speed. They should change their attitudes and think more positively. The status quo may be comfortable, but it is antiquated in a world that rewards proactive responses to changing conditions. Teachers are presently so frustrated because they work under difficult circumstances that it is often difficult for them to remain positive. Covey (1989: 24) states this clearly: "If you have values, then diligence becomes important, and when you encounter frustrating obstacles along the way, the attitude can make a real difference".

3.4.2 RECULTURING CALLS FOR INSTILLING OF VALUES

Dewey (1916:2) wrote: "With the renewal of physical existence goes the case of human beings, the recreation of beliefs (values), hopes, happiness, misery and practice". Otto (1989:26) defines values as the "…conscious expression of what an organization stands for. Values define a standard of goodness, quality or excellence that undergrads behaviour and decision-making and what people care about". According to Deal (1999: 27), "…values are not simply goals or outcomes; values are a deeper sense of what is important. Without an existential commitment, everything is relative; values focus attention and define success".

Values have been defined as things which are considered "good" in themselves (such as beauty, truth, love, honesty and loyalty) and as personal social preferences. The term *values* is also used to refer to principles: "…fundamental convictions, ideals, standards or life stances which act as general guides to behaviour or as points of reference in decision-making or the evaluation of beliefs or action and which are closely connected to personal integrity and personal dignity" (Halstead & Taylor 1996: 5).

Education policy and values interact with the moods and circumstances of their contexts. Nurturing a culture of communication and participation in schools, role modelling, promoting commitment as well as competence among educators are important. Issues that ought to receive special attention in the classroom in order to enhance democratic values include ensuring that every South African is able to read and write, count and think, and infusing the classroom with a culture of human rights. Further issues includes making arts and culture part of the curriculum, putting history back into the curriculum, introducing religion education into schools, making multilingualism a reality, using sport to shape social bonds and nurture nation building at school, and ensuring equal access to education..

According to James (2001), values can promote anti-racism and anti-sexism in schools, freeing the potential of girls as well as boys, dealing with HIV/AIDS and nurturing a culture of sexual and social responsibilities, making schools safe places to learn and teach in and ensuring the rule of law, cultivating an awareness of ethics and the environment, nurturing new patriotism, or affirming our common citizenship. The part played by the school in the teaching of values and the part values play in the organisation of schools are closely connected. The values of schools are apparent in their organisation, curriculum and

disciplinary procedures as well as in the relationships between teachers and pupils. Values are reflected in everything teachers do, choose to permit or encourage in the classroom and in the way they respond to children's contributions to learning. Furthermore, children learn values from such responses. The moral purpose of education will therefore always involve the commitment to making a difference in the lives of all students.

Among the reasons for curriculum restructuring, none is more important than ensuring that the course of learning meets the diverse needs of students in a changing social context. These needs, however, are not definable by objectively validated universal criteria. Their definition depends on a set of social values and communal beliefs giving differential value to the range of possibilities in a given situation. These values, in turn, depend on deeper-level beliefs about meaning in human life.

In a modern, pluralist society there is a differentiation in values, stemming from communities with different needs. At the same time there are common values that provide a basis for national and state curriculum goals. Common democratic values, together with the differentiation of values between different communities, demand that the ultimate control of curriculum restructuring be with local school communities.

The Manifesto on Values, Education and Democracy (Department of Education 2001) identifies the fundamental values of the Constitution. These are democracy, social justice and equity, non-racism and non-sexism, *ubuntu* (human dignity), an open society, accountability, respect, the rule of law and reconciliation. De Klerk (2002: 20) states very clearly that a precondition for real or second-order change in education is a clear understanding of these principles and a willingness to live accordingly, as well as a civilised degree of moral literacy accompanied by a culture of learning and teaching. De Klerk (1998:20) argues: "If we want to actualize the moral vision of the Constitution, namely a future founded on the recognition of human rights, democracy, peaceful co-existence and development of opportunities for all South Africans, the vision will have to be interpreted and empowered by corresponding basic principles".

In South Africa it is important to remember the point made by Gardner (1992:20): "So let us keep in mind that no nation in history has survived for long without a basic consensus on values".

3.4.3   THE ROLE OF THE TEACHER

Educators at all levels are key contributors to the transformation of education in South Africa. Teachers have a particularly important role to play in this respect. The National Curriculum Statement envisions teachers who are qualified, competent, dedicated and caring and who will be able to fulfil the various roles outlined in the Norms and Standards for Educators of 2000 (*Government Gazette* No. 20844). These Norms and Standards indicate that teachers are mediators of learning, interpreters and designers of Learning Programmes and materials, leaders, administrators and managers, scholars, researchers and lifelong learners, community members, citizens and pastors, assessors and learning area / phase specialists (*Government Gazette* No. 23406: 18).

Teachers' roles ought to change from being based on an emphasis on dispensing information and maintaining order to the more professional role of inquirer, reflective practitioner and human developer. Whitaker (1994: 53) argues that the role of the teacher and the fate of restructuring are tied together. Schools cannot transform unless teachers are transformed and the profession achieves a higher status. The two most important issues that can contribute to the achievement of these objectives are teachers' professionalism and self-improvement.

3.4.3.1 RESTORING TEACHERS' PROFESSIONALISM

It is therefore important in the process of reculturing that we also need to look again at teachers' professionalism. Whatever reservations some teachers may have about the status of teaching as a profession, few would dispute the ideal that teachers should practise the same high standards of professional conduct as those demanded of medical doctors, lawyers and members of other professions.

At present this is a highly debatable issue as teachers are appointed under the Schools Educators Act, which is subject to the Labour Law Act. Therefore teachers are not quite clear whether they are labourers or whether they are professionals. Be that as it may, teachers still need to ask themselves what some of the practical implications of the concept of professionalism and professional standards are.

3.4.3.2 PROFESSIONAL EXPERTISE, PERFORMANCE AND SERVICE

The professional competence of teachers includes their professional knowledge and a professional ethos. Professional ethos refers to the moral attitudes which teachers have towards their work. A profession with a task as difficult as teaching can only be carried out by a person who is devoted to the moral norms related to these tasks. Without a sound professional ethos, a teacher cannot act effectively for the sake of learners and the common good.

Teaching and all other aspects of the work of educators must be soundly based on the latest knowledge and research of education, e.g. educational psychology, educational technology, curriculum development and methodology. Educators' performance should be characterised by a high standard of planning and preparation, a thoughtful choice of priorities, a balanced and objective approach, and a stimulating and enthusiastic commitment. The development and welfare of every single learner are really important to raise quality standards and improve learner performance.

3.4.3.3. PROFESSIONAL DEVELOPMENT, MOTIVATION, INTEGRITY

Some of the strategic objectives of Tirisano, the project put into place by the Minister of Education, are aimed at the development and enhancement of the competence and the professional skills of all educators. Some of the main objectives that the Department of Education hopes to achieve through the Tirisano project are:

- Enhanced status of educators in the community;
- Finalisation of the framework for educator development, including norms and standards for educator development;
- Participation of all educators in educator development programmes;
- Decrease in the number of unqualified and under-qualified educators;
- Decrease in the number and frequency of incidents of educator misconduct.

According to the Western Cape Education Department's In-Service Education and Training for Educators in Schools (INSET) policy document (1998), all teachers have the right to in-service education. Life-long learning enhances the professional practice and personal

development of teachers. Ongoing teacher education develops a healthy school and a culture of effective teaching and learning.

The South African Council for Educators (SACE) was established by Resolution 4 of the Education Labour Relations Council.(Department of Education,1999:4-1) The main objectives of SACE are:

- To provide for the registration of educators;
- To promote the professional development of educators;
- To set, maintain and protect the ethical and professional standards of educators by means of the functioning of the Council (Department of Education, 1999: 4a-1).

These objectives are intended to produce skilled and motivated educators with a sound knowledge of their subjects / learning areas and the ability to implement a variety of teaching methods and strategies to maximise learning in different contexts. Educators ought to command the respect of learners and the community and to be role models for the moral values and development of learners.

In addition to the in-service-training programmes that the department offers, teachers also remain responsible for their own development. I firmly believe that teachers ought to take responsibility to improve their skills and expertise on their own their accord without waiting for or relying completely on the Department of Education to do so. Even with the new Skills Development Act in place, teachers should still have a sense of personal urgency to develop themselves.

3.4.3.4 SELF-IMPROVEMENT (CANI)

In order to succeed teachers ought to be constantly growing and expanding their knowledge and skills. Anthony Robbins (1999: 96) has suggested a simple mnemonic that is relevant here: CANI, which stands for Constant And Never-ending Improvements. In order to keep up with the changes, teachers have to improve themselves and be life-long learners. Robbins (1999: 96) argues that the level of success we experience in life is in direct proportion to the level of our commitment to constant and never-ending improvement. Whitaker (1994: 25)

says that the reconciliation of excellence and equity will stem from an understanding that human growth and development is a lifelong process.

Senge (1990: 141) refers to self-improvement as "personal mastery". He argues that personal mastery "goes beyond competence and skills, though it is grounded in competence and skills. It goes beyond spiritual growth. It means approaching one's life as a creative work, living life from a creative as opposed to reactive viewpoint" (Senge 1990: 141). He adds that "…when personal mastery becomes a discipline – an activity we integrate into lives – it embodies two underlying movements. The first is continual clarification of what is important to us and the second is continually learning how to see reality more clearly" (Senge 1990: 141).

Occasionally, improvement in an individual or an organisation comes about in a dramatic and far-reaching way. This has been called the "Road to Damascus Model" of change after the biblical account of Paul's spectacular conversion. More often, however, improvement in a school or a teacher comes gradually as a result of persistent and determined effort.

Glenne (*Argus* 2001) calls the three attributes of success and self-improvement the three *C's* of success. The first *C* is courage, which is central to personal growth and actualisation. Success requires that people to do things differently, to move out of their comfort zones and take risks –and this requires a good deal of personal courage. The changes, reculturing and restructuring that are being introduced have forced teachers out of their comfort zones. This could be the reason why teachers are so reluctant to change. The second *C* is creativity. Successful people see life differently, because they have an expanded thinking process that sees the possibilities in a situation, not its limitations. Living on the "edge" activates creative thought and action. The borderline is between teachers' comfort zones and what they know, on the one hand, and the unknown and what they themselves do not know, on the other. Creativity is stimulated by deliberately moving into the unknown, which is perhaps a way of overcoming resistance to change. The third *C* is conscious living. When conscious living (the voice of our thoughts) and courageous action come together, a person will find himself on the "edge" – *a* mind-space where creative ideas and behaviour abound.

3.4.3.4.1   THE *KAIZEN* MODEL OF IMPROVEMENT

Japanese management literature uses the simple term *kaizen* to signify continuous, step-by-step improvement. Changes take place in numerous small steps on a regular basis rather than in occasional dramatic leaps forward. In South Africa restructuring was a rather drastic process of movement from apartheid to democracy. Many teachers and learners were not prepared to face the new freedoms that came with democracy. Because teachers and learners demanded their individual rights without accepting the concomitant responsibilities, the culture of learning and teaching deteriorated in the process in some of our communities. Reculturing of teachers is therefore of the utmost importance, which in turn requires that the whole process of teacher improvement must be evaluated.

Covey (1999) considers self-improvement as the preserving and enhancing of oneself. According to Covey (1999: 288), this entails the "...renewal of the four dimensions of one's nature, namely physical, spiritual, mental and social/emotional". As in the *kaizen* model, this also means that one has to exercise all four dimensions of one's nature regularly and consistently. Covey (1999: 289) claims that everybody is the instrument of his/her own performance and so to be effective teachers also need to recognise the importance of taking time regularly to "...sharpen the saw in all four ways". If this process of continuous improvement has been the hallmark of the Total Quality Movement and a key to Japan's economic ascendancy, it could perhaps be the key to quality education in South Africa.

3.4.4   THE ROLE OF THE PRINCIAL

Principals in South Africa today operate in a climate of school restructuring and reform in which bureaucratic structures are fast giving way to collaborative endeavours among groups of education professionals. But letting go of old roles and power while being accountable for decisions made by others can be both challenging and stressful.

Both scholars and practitioners of educational administration believe that principals play a critical role in schools. Blasé & Kirby (2000: 4) state that "...principals who demonstrate charisma, expertise, and human relations skills heighten teachers' loyalty to the principal and improve teachers' satisfaction." They also claim that principals who rely on strategies such

as staff development, communication about values, power sharing, and the use of symbols are able to foster collaborative relationships among teachers (Blasé & Kirby, 2000: 4).

The job of the principal or any educational leader has become increasingly complex and constrained. At the very time that proactive leadership is essential; principals are in the least favourable position to provide it, because teachers as well as learners claim their democratic rights. Principals need to be directive at appropriate times and in appropriate ways. Consultation and negotiation are not always necessary nor advisable and principals need to be given the trust and the prerogative to make decisions and to steer the school along a particular course when necessary. The proactive principal is therefore one who is prepared to be explicit about his or her values and attempts to involve all the stakeholders, especially parents, more fully in the debate. It is not only a question of selling certain ideas; it is more a question of allowing the teachers to understand more of the complexities and sharing with them the ideas behind those complexities. This is putting an educative mode in place and empowering others rather than imposing power on them.

3.4.4.1 THE IMPORTANCE OF EMOTIONAL INTELLIGENCE FOR SCHOOL LEADERS IN TIMES OF CHANGE

According to Goleman (1998: 317), emotional intelligence refers to the capacity for recognising one's own feelings and those of others, for motivating oneself, and for managing emotions well in oneself and in one's relationships.

School leaders leading their staff towards a world of diversity cannot invite disagreement without first attending to their own emotional health. Dealing with resistance to change can be very stressful. Both teachers and learners may tend to undermine authority and may at times act very disrespectfully. The performance of a leader is always open to criticism and some will always be dissatisfied with the leader's performance. According to Fullan (1998), change is anxiety provoking and anxiety containing. He adds that "change means facing the unknown and facing the unknown means anxiety" (Fuller, 1998: 24). Stacey (1996: 188) concludes that anxiety is an "inevitable feature of mental life at the edge of chaos. Emotionally intelligent people handle anxiety better." He adds that, whether one takes the five domains of emotional intelligence identified by Goleman (1995) – knowing one's

emotions, managing emotions, motivating oneself, empathy and interpersonal effectiveness – or some other variation of the concept, emotionally intelligent people are better able to seek solitude when necessary, accept support from and give help to others, persist in facing the challenges, identify with their collegues and are sustained by a high goal.

The emotionally intelligent leader also helps teachers, students, parents and others to create an environment of support, one in which people see problems not as weaknesses, but as issues to become involved in. Goleman states very clearly that emotionally intelligent people at work are absolutely crucial for effectiveness in complex environments (1996: 317). Teachers need the support of their principals in times of change. Of all the strategies used to influence teachers' work, praise was the most frequently reported and perceived as one of the most effective by teachers (Blasé & Kirby 2000: 11). Praise is also used to build school atmosphere, faculty cohesiveness and support for school goals. Teachers also reported that positive feelings associated with praise lead to increased motivation. They feel inspired and enthusiastic, and their loyalty and dedication grow.

Leading with emotional intelligence means putting a high priority on reculturing, not merely restructuring. Restructuring refers to changes in the formal structure of schooling in terms of organisation, timetables, roles and the like. Reculturing, by contrast, involves changing the norms, values, incentives, skills and relationships in the organisation to foster a different way of working together. Reculturing goes beyond defining the context and forms of the teachers' culture and could make a difference in teaching and learning. Because it is based on relationships, reculturing requires strong emotional involvement from principals and all the other stakeholders in the school community. It also pays emotional dividends. It contributes to personal and collective resilience in the face of change. I therefore argue that principals who manage with emotional intelligence as well as rationally have a strong task focus, expect anxiety to be endemic in school reform, but invest in structures and norms that help to contain anxiety.

3.4.4.2. CREATING CHALLENGES

Leaders who are able to master change do so because they can define a clear vision and, just as important, they have shown people how to achieve it. Robert Fritz (in Senge 1990: 4)

defines this process as creative tension and says it comes from seeing clearly where you want to be (your vision) and telling the truth about where you are at present.

Leaders can create this positive tension. If there is no vision, there is no creative tension. If there is no creative tension, there can be no change. To change the way you work, you must believe the change will bring about something better. Senge (1990) reminds us that the Greek word *metonoia* means "a fundamental shift of mind" This is what we need in educational change. Teachers should not fear change, but should consider it as a real challenge. Fink and Stoll (1998: 297) propose that reculturing is one of the most hopeful ways of providing an integrated solution to the different challenges.

3.4.4.3 RESISTANCE TO CHANGE

"Often those who resist have something important to tell us. People resist for what they view as good reasons. They may see alternatives we never dreamed of. They may understand problems about the initiative of implementation that we never see from our lofty perch atop Mount Olympus" (Maurer, 1996: 49).

Resistance to change is a natural and predictable response. Principals should be encouraged by Peter Senge's *The Fifth Discipline* (1990) in which he calls on us to develop a shared vision of what we want our schools to be like (Senge 1990: 4).

If rapid change must be implemented, but the organisation is designed to resist change, then change can be slow. It is true that organisations need a frame, a foundation on which everything else is constructed. The frame of an organisation is its purpose, vision, and the core values by which people act and interact. Unfortunately the way teachers are trained, the way the schools are organized, the way the educational hierarchy operates, and the way that political decision-makers treat education result in a system that is more likely to preserve the status quo than to change.

When change is attempted under such circumstances, the result is defensiveness. At a basic level we are making a rather obvious point that resistance to change is related to anxiety and insecurity. Resistance is as natural a phenomenon as change itself. Some of the factors that cause resistance and unwillingness to change are fear of the unknown, lack of information,

threats to core skills and competence, threat to a power base, fear of failure – and there have been failures in the past (management did not think things through), a reluctance to experiment and reluctance to let go.

3.5   CONCLUSION

Many educators find it difficult to cope with this externally imposed change. They feel frustrated in their ambitions, since change could mean more work for them. They often don't believe in the reason given for the change because there have been failures in the past. Some educators have experienced the whole process of structural changes in the Department of Education as quite traumatic because with the transformation came job rationalisation. Some educators who had job security lost their posts and many teachers feared that they could lose money or benefits. Integration of the different departments meant that they might have to work with new people and this can sometimes be difficult (new cultures, norms); there are new things to learn and many teachers still don't understand the reason for change. A number of teachers are so comfortable in their rut that they fear the unknown. Teachers fail to adapt because of the stress provoked by the uncertainty of change.

The South African Education Department has gone through the restructuring process, but unless reculturing take place, excellence in our schools will remain a dream which we will never achieve. Restructuring of schools without reculturing the hearts and minds of teachers will be a meaningless exercise.

I would like to agree with Fink and Stoll (1998: 318), who argue that reculturing "…as an approach to change, seeks to find the ecological connection among the purposes of education, the organizational values of schools, as well as its structures, cultures, leadership and the work and lives of teachers. It is a promising avenue to change, but one which is very much in its infancy, with many unanswered questions".

In the next chapter I shall examine what kind of restructuring has occurred in our schools and also if any reculturing is taking place and whether it is making a difference in our schools and to the performance of our learners or not.

CHAPTER 4

THE RESTRUCTURING OF SCHOOLS AND RECULTURING OF TEACHERS: AN EMPIRICAL PERSPECTIVE

4.1 INTRODUCTION

This chapter will argue that legal frameworks and idealist policies for change, such as those developed by the post- apartheid government, are important but not sufficient to change schools and their cultures. Changing schools is not simply a matter of developing the right policies and planning more accurately for their implementation. Changing schools and their culture is a complex process. Hopkins *et al.* (1994: 114) stated clearly that "…. change is only anchored firmly when individuals have changed their perceptions and values…". The outcomes of the empirical study show that policies have changed, but we can only move towards a true democracy if the teachers and perhaps the learners too will change their culture, attitudes and values.

4.2 METHODOLOGY

Questionnaires were compiled and sent to nine schools in the Western Cape representing schools from three different historic backgrounds. Three schools were high schools, one a junior secondary school and five were primary schools. Schools were selected from Atlantis, Malmesbury, Wellington, Mbekweni, Paarl and Franschhoek. All the questionnaires were completed.

The aim of the questionnaire was to see if restructuring and reculturing have taken place in South African schools during the past eight years. The questionnaire also enables the schools to assess themselves and to understand what they need to improve regarding the quality of education.

Five principals and ten teachers were interviewed; the focus was on working conditions such as safety, the code of conduct of teachers and learners, teacher-learner ratio, teachers workloads, COLT, teacher professionalism and some perceptions about the teachers' unions.

Two publications, *Western Cape Schools Audit for Public Ordinary Schools* (2001) and *Education for All* (1999) were used.

4.3 RESTRUCTURING OF SCHOOLS

4.3.1 POLICIES THAT PROMOTE CHANGE

The transformation of education in South Africa has emphasised quality education for all (White Paper, 1995). The intention is, first, to redress the discriminatory, unbalanced and inequitable distribution of the education services of the apartheid regime and, secondly, to develop a world-class system suitable to meet the challenges of the 21st century (Department of Education, 2000:1)

According to the respondents, education in South Africa is still far from attaining the government's objectives, even though many policies were put in place to achieve these objectives.

4.3.1.1 NEW CURRICULUM AND ASSESSMENT POLICY

All nine schools consider OBE (outcome-based education) and the assessment policy as the major policy changes. This approach is learner-centred and orientated towards results and outcomes, thus enabling learners to contribute productively to the country's social-economic development. Teachers had differing viewpoints regarding the curriculum. Some schools took the initiative to train and empower their teachers to the best of their abilities to cope with the changes, while the previously disadvantaged schools felt that the curriculum can't work if there is not enough learning support material and classes are as crowded as they are at the moment. One of the respondents put this very clearly: "We can build wonderful aims, goals and plans, but without material and human resources to support it, the goals will never materialise." Some of the teachers felt that too much emphasis is put on worksheets, modules and assessment. Some principals said that OBE is too costly and duplication of administrative work places a great financial burden on schools. Teachers are quite apprehensive about the Revised National Curriculum Statement, which replaces the Statement on the National Curriculum for Grades R-9 and will be phased in during 2004.

The Revised National Curriculum Statement Grades R-9 (Schools) is built on the vision and values of the Constitution and Curriculum 2005. Although outcomes-based education (OBE) considers the process of learning as important as the content (*Government Gazette* No. 23406, 2002: 19), the majority of teachers feel that too much emphasis is put on the process of assessment and that the basics of teaching and learning are neglected. They feel that the focus should be on knowledge, skills, attitudes and values. According to the *Government Gazette* (2002: 19), both the process and the content of education are emphasised by spelling out the outcomes to be the end of the process. In the Revised National Curriculum Statement learning outcomes and assessment standards were designed on the basis of the critical and developmental outcomes.

During interviews respondents expressed their concerns about the training of teachers for the Revised National Curriculum and are not quite sure if this is the answer to the dilemma education faces at the moment. Teachers at the senior secondary schools are even more concerned, because they feel there is still much confusion around the implementation of the curriculum in the senior secondary schools, especially within the senior secondary phase (Grades 10 to 12).

According to the assessment policy (*Government Gazette* No. 19640: 1998), assessment should provide indications of a learner's achievement in the most effective and efficient manner, and ensure that learners integrate and apply knowledge and skills. Assessment should also help students to make judgements about their own performance, set goals for progress and stimulate further learning.

Most of the teachers interviewed felt that too much emphasis is placed on assessment and that instead of teaching, teachers are busy with "lick and tick" to get their assessments in order as this would be proof of their accountability. Some teachers also feel that not enough training had been done as most training was conducted within two or three days. Quite a number of teachers made the comment: "Everything looks so good in theory, but you can't always put it in practice." Most of the respondents agreed that the objectives of the curriculum are excellent, but they are not easy to put into practice in a developing country.

4.3.1.2 ABOLITION OF CORPORAL PUNISHMENT

The changes in the education sector included the banning of corporal punishment in all schools under the South African Schools Act. This leaves the school with the responsibility of identifying and implementing alternative disciplinary practice and procedures. The reality of the situation is that many educators face daily struggles with issues of discipline in their school environment. The learning environment must be safe, orderly and conducive to learning to ensure a positive culture of learning and teaching in schools.

The response to the question on corporal punishment revealed that, even though all nine schools have a Code of Conduct for learners that is, or is supposed to be, an alternative for corporal punishment, teachers still find it difficult to maintain discipline in schools. The Code of Conduct for learners ought to fill the "void" which the abolition of corporal punishment left through proactive and constructive alternatives that ultimately contribute towards the growth of well-balanced children, who are able to interact with one another and their world in a respectful, tolerant and responsible manner.

The challenge lies in the implementation and maintenance of disciplinary measures and procedures that uphold order in schools with understanding and compassion. The teachers questioned, however, are frustrated because they feel that the learners are abusing the situation and challenge the teacher's authority too much. They feel that learners do not consider alternatives for corporal punishment, such as detention and even suspension, as a punishment. Some learners are simply defiant because they consider temporary suspension as a glorified holiday. Most of the teachers are quite despondent, because they feel that the learners have too many rights! One school puts this as follows: "There is a lack of discipline and a diminishing respect for authority." The respondent took a very strong stand on this and added: "Educators have by legislation no disciplinary rights. Legislation has given parents rights which they are ill-qualified to use because they are afraid of their children."

4.3.1.3 INTEGRATION OF DIFFERENT RACES

At all three former Model C schools there were signs of integration of different race-groups, while schools of the former Department of Education and Training (DET) and House of Representatives (HoR) are still mono-racial. Respondents from the previously disadvantaged

schools indicated that the situation in their schools concerning integration has not changed much.

4.3.1.4 LEARNER – EDUCATOR RATIO

According to the DoE the learner-ratio in the primary school should be 39:1 and at the senior secondary school 34:1. At the former Model C schools the ratio is about 27:1, because these schools have enough funds to employ teachers in governing body posts. The black respondents show that the ratio is still 42:1 or sometimes even more. At some schools classes were as big as 52 learners per teacher. One predominantly white school has 13 governing body posts, since the staff establishment of the Department makes provision for only 10 teaching posts (making a total of 23 teachers and 458 learners). The learner-teacher ratio at this school is 19:1. At a black school in Mbekweni, the ratio is 35:1, with a total of 1193 learners, 34 departmental posts and no governing body posts. Most of the interviewees consider the big classes as a major problem. The teachers feel that they cannot implement outcomes-based education in such big classes.

4.4 INFRASTRUCTURE AND LEARNING SUPPORT MATERIAL

Even though there has been one national Education Department since 1994, there are still schools with insufficient classrooms and a lack of learning material. Learning centres need to be equipped in such a way that they meet the basic requirements of all learners, including learners with particular disabilities.

The three black schools indicated that their infrastructure was very poor. Two of the black schools still have temporary buildings. The learners at one of these schools are accommodated at a neighbouring school and this makes effective management very difficult. Neither of these schools has sports facilities and they have to cope with he bare necessities for teaching and learning. The remaining six indicated that their learning support material was sufficient.

4.5 CULTURE OF LEARNING, TEACHING AND SERVICE (COLTS) CAMPAIGN

The legacy of apartheid has left a climate in schools and other learning sites that is not always conducive to effective teaching and learning. To address this problem the Ministry of Education launched the COLTS campaign in 1998, which aims at developing a culture of learning and teaching that will be conducive to the delivery of quality education throughout the country. The objectives of the COLTS campaign are:

- To ensure engagement with COLTS at school level;
- To encourage parental participation in institutions of learning at all levels;
- To create a safer learning environment;
- To facilitate the development and adoption of a South African Education Charter.

All nine schools indicated that a culture of learning and teaching prevails at the school.

4.5.1 WHOLE SCHOOL DEVELOPMENT AND THE ESTABLISHMENT OF EDUCATIONAL MANAGEMENT AND DEVELOPING CENTRES (EMDCs)

Some schools stated that whole school development policy, which the Education Department considers as the cornerstone of the quality assurance system, would enable change and contribute to improving the quality of education in South Africa. This policy is aimed, firstly, at improving the overall quality of education in South African schools. It will ensure that all children are given an equal opportunity to make the best use of their capabilities. As a process whole school evaluation is meant to be supportive and developmental rather than punitive and judgmental. It will not be used as a coercive measure, but will ensure that policies are complied with. It will also facilitate support and improvement of school performance using the approaches of partnership, collaboration mentoring and guidance.

Secondly, the policy offers guidelines, tools for evaluation and built-in mechanisms for supporting findings and providing feedback to the school and various stakeholders, the government, parents and society generally on the level of performance achieved by schools. As a result school evaluation does not become an end in itself; it is the first step in a long process of school improvement and quality enhancement. This policy is designed to achieve these goals in partnership with the nation's schools (Department of Education 2000: 1).

In order to support the COLTS campaign and the Whole School Development Policy, Educational and Management Development Centres were put into place to deliver the services described below.

4.5.1.1 DEVELOPMENT AND EMPOWERMENT OF SCHOOL GOVERNING BODIES

All the respondents confirmed to they had a governing body in place. The former Model C schools said that their governing bodies are well structured and empowered, because most members are very competent, dedicated and diligent. They also claimed to have professional people on their governing bodies. The six other schools still have a problem, because there is still a lack of expertise in the governing body as most members are either housewives with very little education and hence a lot of training and empowerment are still required.

4.5.1.2 CURRICULUM DEVELOPMENT AND SUPPORT

Training educators in the new curriculum is undertaken by the curriculum advisers. Teachers still find this situation very frustrating; two respondents mentioned that the curriculum advisers are not sufficiently competent to train the teachers. The educators are still very confused about assessment and six of the respondents feel that assessment is taking up too much of their time.

4.5.1.3 SPECIALISED LEARNER AND EDUCATOR SUPPORT

The Western Cape Education Department has a directorate for learners with special needs and each Educational Management and Development Centre (EMDC) has a component which sees to these particular needs. Teachers interviewed appreciate the assistance given by the social workers and the school psychologist. Most primary schools that completed the questionnaire have a learning support teacher, who assists learners with problems. Three of the schools have a Teachers Support Team (TST) in place to assist teachers to cope with learners with learning problems.

The Developmental Appraisal Policy intends that DAS will contribute towards enhancing the effectiveness of schools by:

- Enhancing professional leadership;
- Promoting shared vision and goals;
- Increasing the focus on teaching and learning;
- Establishing explicit, high expectations of staff;
- Ensuring positive reinforcement through acknowledging staff contributions;
- Monitoring progress and the career development of staff;
- Providing opportunities to develop more purposeful teaching;
- Enhancing the sense of a school being a learning organisation.

According to the empirical study, DAS was not implemented at any of the schools for the following reasons:

- Many of the respondents mentioned its bureaucratic nature;
- They say it was a "top-down" decision;
- There was a lack of consultation with headmasters;
- It is a complicated system, which does not necessarily involve the principal or any of the school management team;
- There is no recognition for promotion, remuneration or any incentive whatsoever;
- Some feel it is just a "waste of paper" and too time consuming;
- Many teachers chose their friends as part of their appraisal team;
- One respondent felt that is an exercise in futility to appraise where there are no resources to facilitate teaching and learning;
- Negative historical experiences made educators very hostile towards DAS;
- Some teachers feel incompetent and are afraid of their own shortcomings;
- Low levels of trust was mentioned several times. Trust determines the quality of the relationship between people. Covey (1991: 170) says, "Low trust results in closed communication, little problem-solving and poor co-operation and teamwork." Teamwork is of the utmost importance in DAS;
- Resistance to change was a dominant factor among teachers who refused to take ownership of DAS, because of their fear for the unknown.

4.8 INFLUENCE OF TEACHERS' UNIONS IN THE RESTORATION OF TEACHER PROFESSIONALISM AND THE CULTURE OF LEARNING AND TEACHING

Heystek (2001: 223) argues that if teaching is a profession in the true sense of the word, then teachers will reflect the characteristics of professional persons. Heystek states clearly that a development towards professionalism may be a possible solution to the situation in schools. Kercher & Caufman (1995: 111) say professional unionism occurs when the teachers and management work together and it is no longer a case of "them versus us" but of "we". Joint committees, peer review, training and development, and changes in bargaining strategies are characteristics of the professional unions.

The trade union is a medium of power seeking to address the imbalance of power in the workplace. The major aim of the teacher union, especially black unions, is to fight for the rights of the teachers. From the 1980s, when apartheid structures were beginning to dissolve, there was a growing feeling among younger teachers in particular that teachers union had to confront the government head on and adopt a militant approach if necessary.

According to Maile (1999: 3), it is a human right of teachers to belong to a union. It is this fact and the professional performance of teachers that lead to the problems in restoring COLT. Some of the union activities like stay-aways and strikes are counter-productive in the enhancement of COLT. The issue of teachers' strikes is so extremely, because learners are the ones who suffer the most.

According to the empirical study, unions have made educators aware of their rights. According to the empirical findings, some respondents felt that there is an emphasis on "workers" rather than "professionalism". There is a general feeling that unions convey the impression to teachers that they can challenge authority for the sake of challenging it and that the unions have enormous powers and are in control.

All of the respondents agreed that one of the union's aims is to assist in the professional growth of the union's members through seminars, congresses and debates as most of them attended one or more workshops of the unions on teacher empowerment and developmental appraisal.

4.9   PARTICIPATION OF STAKEHOLDERS

According to the empirical study, the participation of all stakeholders in education varied from poor to excellent. Three former Model C schools mentioned that co-operation among learners, educators and parents was excellent, but that co-operation from the community and the business sector could improve. The other six responding schools felt that they have very little co-operation from parents, the community and the business sector.

The question now is: can a school really grow if all the stakeholders do not participate in a meaningful way? Parents and other stakeholders ought to be involved in all the activities of the school. One of the objectives of the EMDCs is to promote parental involvement in schools through school governance and local participation. They should also work very closely with the school and the Department in the Safe Schools Project, an initiative of the Department to ensure that the teaching is taking place in a safe environment. This particular project also invites the local community and businesses to get involved in keeping schools safe in order to enhance teaching and learning.

4.10   CONCLUSION

The empirical study shows clearly that, although many structural changes have taken place, very little has really changed in the classroom. The following quotation summarises the whole situation in South African Schools brilliantly:

"Until recently, calls for school reform have centred on academic excellence. But it's now clear that we need moral excellence as well. For the most important thing about any society is the character of people. Developing our children's and teachers' character in a complex and changing world is surely no small task. But it is time to take up the challenge" **(Thomas Lickona).**

CHAPTER 5

REDEFINING THE EDUCATORS' ROLE IN THE RESTRUCTURING OF SCHOOLS AND RECULTURING OF EDUCATORS TO MEET THE DEMOCRATIC CHALLENGES: RECOMMENDATIONS

"We need versatile and flexible learners as well as analysts. We need teachers who love their work and their organisation and care deeply about people whose lives they affect. We need leaders and managers who combine hard-headed realism with a deep commitment to values and purposes larger than themselves" (Bolman and Deal, 1991: xiv)

5.1 INTRODUCTION

It is clear from the previous chapter that, while restructuring has taken place, there are few signs of reculturing in schools. Reculturing depends on commitment to long time-frames, the support of excellent principals and on educators who are prepared to become leaders in their own right as well as educators of their classes with access to supportive networks outside the school. Change, if it is to mean anything at all, has to have an impact at the classroom level and on the hearts and minds of teachers and students. Therefore one could argue that restructuring without reculturing would have no impact on the core business of education, which is teaching. The reality of change is not about changing policies, although this does provide the framework for restructuring, but is about the implementation of policies and how they are interpreted by learners, teachers and schools.

Hopkins (1994: 24) says: "If we want to take the study of change seriously, by considering whether it has a positive impact on teachers and the progress of students, then we must realise in a deep way that educational change is ultimately an individual achievement." According to Hopkins (1994: 25), change entails:

- Restructuring the organisation of the school with regard to, for example, time-tabling, governance, the curriculum and the formation of new groups. The responses to the questionnaire show that this is indeed happening;
- New or additional teaching materials, for example, worksheets or books. According to the respondents, at six of the nine schools there is definitely a lack of teaching

material at schools. The new assessment policy makes provision for the completion of worksheets, but the teachers felt that there is too much emphasis on assessment;

- Educators acquiring new knowledge. Educators have to be re-trained to implement the new outcome-based curriculum;

- Changes in the beliefs or values on the part of some educators. The study shows that very little reculturing has taken place during the past eight years (Hopkins, 1994: 25).

There is also a strong concern among many South Africans regarding the present state of education. Jansen (*Rapport*, September 2000) expressed his concern about the relatively high level of spending on education in contrast with the poor educational performance. He argues that the policy of outcomes-based education (OBE) is likely to undermine an already fragile learning environment, because it is based on flawed assumptions that what happens in South African schools depends on the kinds of teachers who work in them. According to Steyn (2000), there is a general perception among teachers and other educators that South African education is on a slippery slope of declining standards. Steyn (2000) notes the following indicators:

- Standards are dropping due to insufficient state funding;

- Standards are dropping due to the system of massification (large classes and "pass one, pass all" approach);

- The poor results in the Senior Certificate Examination;

- The poor results in the international project known as the Third International Mathematics and Science Study;

- Lack of a teaching culture and work ethic among teachers;

- Disciplinary problems among learners.

5.2 SIMILARITIES BETWEEN THE FINDINGS OF THE SOUTH AFRICAN EDUCATION FOR ALL (EFA) 2000 ASSESSMENT AND THE FINDINGS OF THE EMPIRICAL STUDY

The purpose of the South African Education for All (EFA) 2000 Assessment was to assess and report on progress towards meeting the country's goals in the provision of basic education for learners. This report highlights major achievements in the provision of basic education for all and identifies the key challenges and priorities which need attention in the

provision of quality basic education for the future. The results of the questionnaire that were sent to the nine schools for this study are very similar to some of the findings of the EFA and are as follows:

5.2.1   LEARNER-EDUCATOR RATIO

The learner-educator ratio in schools varies from 25:1 to 40:1. This is the same ratio which was indicated in the questionnaire, with 25:1 in the former Model C schools and 40:1 in the remaining six schools. This indicates that there is inadequate provision of classrooms and infrastructure in most of the schools. This results in poor teaching and learning conditions, including crowded classrooms and disciplinary as well as other related problems.

5.2.2   FACTORS AFFECTING THE PROVISION OF QUALITY PRIMARY EDUCATION

5.2.2.1 QUALIFICATION OF EDUCATORS

According to the South African Education for All (EFA) (2000) report, nearly a quarter of primary school educators are not appropriately qualified. As the outcomes of the questionnaire show, many teacher are engaged in improving their qualifications at the cost of the learners, which has a negative impact on the quality of the teaching and learning in the schools.

5.2.2.2 LEARNING SUPPORT MATERIALS

Like the AFA-report, principals interviewed also indicated that their schools lack adequate teaching and learning material. The fact that all nine respondents reported that the school was burgled at some stage means that it is difficult to safeguard existing materials. There is definitely a need for timely and adequate provision of materials and lockable storage facilities as well as the appropriate training of educators to use the material more effectively.

5.2.2.3 LEARNER ACHIEVEMENTS AND OUTCOMES

According to the EFA report, the general performance of South African primary school learners is poor. The average score of learners, according to data of the South African Monitoring Learning Achievement (MLA) survey (1999), was the lowest in literacy, numeracy and life skills tasks. Perhaps the poor performance in life skills tasks is an indication that moral education should find its rightful place in the curriculum.

The respondents of the empirical study and the EFA report (2000:xiv) mentioned the same reasons for the poor learner performance, namely:

- Poor teaching and learning conditions;
- Inappropriate teaching and learning methods;
- Lack of access to reading and other educational materials and libraries;
- Poor school management;
- Lack of order and discipline among learners and educators;
- Absenteeism, which often results in loss of teaching and learning opportunities;
- Low morale of educators and principals.

Gaum (March, 2002), the Western Cape Minster of Education, agreed in his budget speech released recently that the learners' performance is not "always encouraging and learners in poorer schools simply do not achieve the benchmarks appropriate for their age" (WCED: Budget Speech, March 2002).

5.3 CHALLENGES AND KEY PRIORITIES

As with the findings of the empirical study, there are several challenges and priorities which are mentioned in the Education For All report (2000) that need to be addressed to achieve the goal of quality basic education for all citizens of South Africa. Some of these needs were also mentioned by the respondents:

- Building the capacity of educators and school managers;
- Achieving desired learning outcomes through improved teaching and learning methods;

- Improving learner achievement;
- Improving youth and adult literacy;
- Rehabilitating school infrastructure;
- Improving access to teaching and learning material;
- Improving access to the media and other means of communication;
- Fostering community integration and involvement in the schools;
- Developing effective monitoring and evaluation mechanisms and systems;
- Changing attitudes towards implementation of new policies;
- Improving accessibility to schools and supervisory support;
- Confronting the HIV/AIDS pandemic.

It is indeed necessary that our schools must be effective, well managed learning institutions, capable of developing the intellectual, physical, emotional and spiritual potential of our learners. Advocate Gaum ,Western Cape Education Minister named four important factors that can ensure success in our schools, namely: "discipline and diligence, adequately trained teachers, good management and a safe school environment." (Budget Speech 2002/2003) Reculturing is therefore the solution to the problems.

5.4. KEY RECOMMENDATIONS

In order to accelerate progress towards a democratic educational system, the following recommendation are made:

- Expansion of Early Childhood Development (ECD) programmes to meet the demands of parents and to prepare children for timely and appropriate age entry into Grade 1;
- Entry age into Grade 1 should be closely regulated;
- More of the education budget should be spent on direct inputs;
- The school building programme needs to be expedited;
- Literacy must be connected with adult basic training and integrated into lifelong learning;
- Capacity building, with reculturing as a point of focus, should be planned, prioritised, systematised and localised as much as possible;
- School managers should be equipped for management, leadership and control;
- Streamline school governance and clarify roles;

- Upgrade and deploy resources for the utilisation of other media to enhance teaching and learning.

5.5 RECOMMENDATIONS ON HOW TO RECULTURE TEACHERS

Educators in restructuring schools (Miller (1998:529) uses the term – "reforming" schools) are reconstructing learning and teaching at the same time. When educators reculture themselves and their schools, they begin to change the conditions of their work and make fundamental shifts on the way. These paradigm shifts are described in more detail below.

5.5.1 FROM INDIVIDUALISM TO PROFESSIONAL COMMUNITY

Educators ought to replace the individualism, isolation and privacy of traditional schools in favour of the norms of collegiality, openness and trust. Working together on projects and planning together helps educators to make this transition. It is also one of the principles of the Curriculum Advisory Services to work in clusters and to do planning together across circuits in the Educational Management and Development Centre (EMDC). Ultimately the success of a school depends upon the success that teachers have in working with their colleagues. There is little doubt that teachers teach better when they experience support from their peers. In many schools, however, little emphasis is placed on developing the co-ordination mechanism that will encourage such support. Establishing various kinds of staff groups is a way of providing teachers with the opportunity to share and to support each other's efforts to improve the quality of education provided for all pupils. Working groups can, therefore, provide the basis for co-ordination and support through a school. More especially, they can:

- Provide help, assistance, support and encouragement as colleagues seek to improve their practice;
- Serve as an informal support group for sharing, letting off steam and discussing problems;
- Serve as a forum in which more experienced colleagues can help others as they plan development;
- Create a setting in which comradeship and shared success occur and flourish.

Working groups of this nature succeed when they are carefully structured to ensure not only active participation by members but also, where possible, concrete products. The culture of collaboration is central to the day-to-day work of teachers. It is important to build and maintain a support network. Covey (1992: 37) refers to this kind of collaboration as "synergy". He defines synergy as "the state in which the whole is more than the sum of the parts." According to Covey (1992: 37), synergistic people are "change catalysts who improve almost any situation they get into; they are amazingly productive, but in new and creative ways. In team endeavours they build on their strengths and strive to complement their weaknesses with the strengths of others." To introduce real change into the education we need "synergistic" teachers who can make a difference in the classrooms. I believe that only when teachers' attitude change towards their work, will quality education be provided.

5.5.2   FROM TEACHING AT THE CENTRE TO LEARNING AT THE CENTRE

South Africa adopted a new approach to education and training to ensure that learners have access to quality life-long education and training at all levels of the education system. This approach, referred to as outcomes-based education (OBE) is learner-centred and oriented towards results and outcomes. Changes in curriculum content and the relevant processes for change and assessment have been enshrined in legislation and require adoption at a pace which many teachers feel is beyond their capacity. One often hears teachers remark that they do OBE the old way. This is like putting new wine into old casks.

5.5.3   FROM TECHNICAL WORK TO AN INQUIRING MIND

Teachers in reforming schools reject the notion that teaching is accumulation of discrete and unrelated behaviours, a tool box of techniques and methods that is more befitting a technician than a professional" (Miller 1998: 531).

Systematic inquiry, research and reflection are at the core of a teachers' work. Like their students, teachers should be involved in a process of continuous learning and improvement. The commitment to inquiry was also listed as a feature of unusually effective schools by Levine and Lezotte (1990) Levine and Lezotte (1990: 34) has pointed out that school improvement is a process which needs to be "data-driven in the sense that appropriate

information should be collected and utilized to guide participants in preparing and carrying out plans for improvement."

5.5.4 FROM MANAGEMENT TO LEADERSHIP

In reforming schools it is learner performance – not behaviour – that is made public. This makes accountability for student learning more important than accountability for control. As leaders in their classrooms teachers relinquish "power over" their students in exchange for "power to" effect improved student performance. With school-based management, principals and teachers are faced with more responsibilities. Maintaining high standards of education means:

- Working more closely with parents;
- Assuming greater financial responsibilities;
- Coping with increasingly multicultural school populations;
- Managing change and conflict;
- Coping with fewer resources;
- Being more accountable (to the community they serve).

Democratic leadership at any educational institution is vital for the effective implementation of the constitutional principles for education. School leadership is vital for the effective functioning of the school. School leadership is rooted in connecting people morally to one another and their work. This is why principals need emotional intelligence. The work of leadership involves developing shared purposes, beliefs, values, conceptions relevant to teaching and learning, community building, collegiality and character development. Principals need to create a "heroic environment", a work environment that is built on shared values. Lebow (1997: 26) defines the eight principles of the heroic environment as follows:

- Treat others with uncompromising truth;
- Lavish trust on your associates;
- Mentor unselfishly;
- Be receptive to new ideas, regardless of their origin;
- Take personal risks for the organisation's sake;
- Give credit where it is due;

- Do not touch dishonest dollars;
- Put the interests of others before your own.

5.5.5 OUTSIDE SUPPORT AND REFERENCE GROUPS

Reculturing goes beyond defining the content and forms of teaching cultures. It must include student and community cultures as well. Although the school is the centre of change, it does not act in isolation. The school is embedded in an educational system that has to work collaboratively or symbiotically, if the highest degree of quality is to be achieved. This means that the roles of teachers, principals, governing bodies, parents, support people (advisers, higher education consultants, etc.) and local authorities should be defined, harnessed and committed to the process of school improvement.

5.5.6 FOCUS ON STUDENTS AND VALUES

Trethowan (1991: 113) urges educationists to "… select from the traditions of the past those values and beliefs which help or at least do not hinder the implementation of the change. Identify them, praise them as being part of the previous tradition that will be retrained. In destroying what was previously valued by a school, even if those values were not laudable, be careful not to leave the school without perceived values."

The key role of teachers, both in the classroom and in the community at large, encompasses their being promoters of dialogue, understanding, mutual respect and solidarity, all of which constitute the basic values of democratic societies. Teachers ought to take charge of both education and social reform. The intention of the Manifesto on Values, Education and Democracy (2001) published by the Department of Education is to promote, via the education system, ten fundamental values enshrined in the Constitution. The Manifesto also outlines possible strategies for instilling these democratic values and proposes how they can develop as part of the curriculum, as well as applied practically in programmes and policy-making within the learning environment. It is during the formative years spent in the classrooms that learners can experience and establish the appropriate values and morality that enable them to develop life skills and good citizenship in addition to knowledge.

The role of the educators and educational leaders as positive role models cannot be over-emphasised and each educator should set a good example. Furthermore, educators should all focus on quality education and service as underpinning all their efforts.

5.6 RECOMMENDATIONS FOR TEACHER IMPROVEMENT – THE ROLE DEVELOPMENT APPRAISAL (DAS)

5.6.1 TEACHER IMPROVEMENT THROUGH STAFF DEVELOPMENT

Staff development, according to Hopkins *et al.*(1994: 15), is a planned process of development, which enhances the quality of the learner by identifying and meeting the individual needs of the staff within the context of the institution as a whole. One should always bear in mind that the primary aim of staff development is to increase the quality of learning through the development of staff potential. The professional development of teachers has traditionally been based on attendance of courses and workshops. However, over the past few years there has been increasing interest in school-focused staff development. Here the emphasis is on meeting the identified needs of the school as a whole, with the major goal of improving the quality of what occurs in the classrooms. Thus the concern is with the development of the work of the staff as a team as well as their individual thinking and practice. Hopkins *et al.* (1994: 36) suggest that school policy for staff development should build upon these initiatives in the following ways:

- It should focus on the school's needs and the professional development required to meet these needs;
- Appraisal systems should be used to provide links between individual needs and those of the school as a whole;
- Every teacher should be seen as having a right to professional development so that there is a more equitable distribution of opportunities for in-service training (INSET);
- Since professional development is directed at supporting teachers working on agreed topics, the knowledge and skills acquired through INSET should be put to immediate use in the interests of the school;
- Staffs who undertake INSET should have a framework for disseminating their new knowledge and skills;

- Information on external courses should be collated and checked for relevance to the school's needs;
- Staff development must be included in the school's budget and the school timetable.

5.6.2 DEVELOPMENTAL APPRAISAL SYSTEM

One way of differentiating between control and developmental appraisal is to realise that the former looks at the individual's combined performance, whereas the latter looks at the results of the performance; the former focuses on the teacher, while the latter focuses on the effectiveness of the learning environment created.

Restructuring has attempted to influence or coerce teachers into change through assessment systems or other policy initiatives that have resulted in the intensification of teachers' work. Teachers make decisions on a daily basis as to what is ideal and what is possible in their context. There appears to be little evidence to suggest that much of this effort has brought about positive changes in classrooms. There seems to be a general lack of understanding of the process and what was involved – a general "fear of the unknown". Some teachers may feel that they would not be taken seriously and their ideas would not be accepted by their colleagues. Some indicated that they believe a select few would make all the decisions. Many worried about the power struggles within groups, more paper work and too much writing which might take up valuable time without accomplishing anything.

Strong norms, autonomy and privacy still prevail among teachers. Haunting fears of competition, exposure of shortcomings and discomforting criticism often discourage open exchange, co-operation and growth. Until teachers overcome such fears and actively take charge of their own professional relations, professional development in particular, the Developmental Appraisal System (DAS) will never be put in place.

5.6.3 VISION

Barker stated the importance of vision very clearly when he said: "Vision without action is merely a dream. Action without vision just passes the time. Vision with action can change the world"(in Murgatroyd and Morgan, 1992: 79)

The terms "vision" and "mission" often seem to be used interchangeably in the literature, but they are considered as distinct variables which can help the instructional leader to communicate their significance in more meaningful ways to staff, students and parents. McEwan (1998: 69) define vision as a "driving force reflecting the instructional leader's image of the future, based on his or her values, beliefs, and experiences" and mission as the "the direction that emerges from the vision and guides the day-to-day behaviour of the organization." In order to fully realise the mission, it must be developed collectively with the staff and community. Vision is not something that someone happens to have: it entails a much more fluid process and does not have to be confined to a privileged few. The implementation of any policy will be truly superficial unless all implementers come to grasp the meaning and importance of the change for them (Fuller (1992: 92).

5.6.4   TRUST

Without trust, people are likely to close up, to keep to themselves and even close ranks in cliques or special interest groups. Without trust, issues are seldom discussed and never resolved. Without trust, a school cannot improve and grow into the rich, nurturing micro-society needed by children and adults alike. The rewards of a trusting environment are immeasurable, yet the price of a lack of trust is clear (Blasé & Blasé 1994: 20) According to Covey (1992: 171) "trustworthiness is more than integrity: it also connotes competence." Covey adds that "…we sometimes focus too much on integrity and not enough on personal competence and professional performance. Honest people who are incompetent in their area of professional expertise are not trustworthy."

5.6.5   TEACHERS' MORALE

Many teachers have low morale and the consequent lack of discipline contributes towards the erosion of learning. Christie (2001: 272) mentioned a number of problems characterised by school dysfunction. Christie also blamed these problems for the low morale that prevails among teachers. The problems Christie (2001: 272) mentioned are "irregular attendance by students and teachers; poor results; disputed authority relations between principals, teachers, students and parents; and general demodulation, conflict and violence in and around schools; vandalism, criminality, gangsterism, rape and substance abuse." These issues also emerged as problems from the questionnaire and teachers are quite despondent and frustrated by

them. Galant (2002, 181) gave the same reasons for teachers' morale being so low in the education system. The Afrikaans press in the Western Cape also echoed this state of affairs during the course of 2002.

The low morale of teachers can be traced back to the process of rationalisation that started in 1994, which caused a tremendous amount of uncertainty and instability in the teaching profession. Furthermore, the culture of freedom without responsibility is another major reason for the low morale among teachers.

5.7 CONCLUSION

Trying to change schools into democratic, professional communities where action research and shared governance are focused on school-wide teaching and learning is not easy. We certainly need to change schools, because they ought to be learning organisations. Reculturing should drive restructuring. Ultimately everybody who is involved with education ought to get serious about standards of teaching and learning, and they should give serious thought to the implementation of new policies, developmental appraisal, professional development and create schools that are organised and reflect the success of learners and teachers alike.

CASE STUDY: **THE RECULTURING OF TEACHERS IN THE RESTRUCTURING OF SCHOOLS**

1.   **INTRODUCTION AND BACKGROUND (INFORMATION OPTIONAL)**

1.1   **Name of school**   ....

1.2   **Name of principal**   ....

1.3   **Number of educators**

	DEPARTMENTAL	GOVERNING BODY	TOTAL
1994			
1996			
1998			
2000			
2002			

1.4   **Number of Administrative Posts**

Departmental	
Governing Body	
Total	

1.5   **Supporting staff:**   ....

1.6   **Number of learners***

AFRICAN	COLOURED	INDIAN	WHITE	TOTAL

2.   **CONTEXT OF SCHOOL**

2.1   **Rate of absenteeism among teachers (per term)   :   ....%**

2.2   **Rate of absenteeism among learners (per term)   :   ....%**

2.3   **Condition of building and equipment**

....

2.4   **Availability of learning support material**

....

2.5   **What are the state policies that encourage or inhibit positive change? Give examples:**

2.5.1   ....

2.5.2   ....

2.5.3   ....

2.5.4   ....

2.5.5   ....

2.6   **Explain any changes undergone during the past eight years**

....

....

2.7   **Is the school embedded in a larger network / cluster?**

YES	NO

2.8   **If "yes", please describe.**

....

....

2.9   **How would you rate the participation of stakeholders?**

	EXCELLENT	GOOD	COULD IMPROVE	POOR
Learners				

Educators				
Non-Educators, e.g. Parents				
Business Community				

## 3.	RESTRUCTURING

**3.1	What is the vision of your school?**

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

**3.2	What are the values of the school? (Name some that are embedded)**

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

**3.3	What is / or will continue to be the focus of work at school in the next 5/10 years?**

....
....

**3.4	How has the school gone about making change? What new structures, new roles, responsibilities, ways of working have changed?**

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

## 4.	CULTURE OF LEARING: TEACHING

**4.1	What teaching /learning strategies/changes took place?**

....

....

4.2 **How did these changes influence the behaviour of the teachers regarding commitment, respect for authority, values, accountability, workload, etc.?**

4.2.1 **Teachers**

....

....

4.2.2 **Learners**

....

....

4.3 **Is there a culture of learning and teaching present?**

YES	NO

4.4 **Describe**

....

....

4.4 **Do learners do their homework?**

REGULARLY	SELDOM	NEVER

4.5 **Does a culture of reading exist among learners?**

YES	NO

4.6 **If no, please give some reasons for this**

....

....

4.7 **Are you satisfied with the quality of teaching?**

YES	NO

Please write a number of factors that influence the quality of teaching and stipulate in which ways this has influenced the quality of teaching (positively or negatively)

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

4.8 **Did the absence of class visit / inspection (Appraisal) influence the quality of teaching?**

YES	NO

Please motivate

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

4.9   **Give a few reasons why DAS (Developmental Appraisal) did not work.**

....

....

....

....

4.10   **Do you think an effective Appraisal system, if properly in place, will improve the quality of teaching and learning?**

YES	NO

Please motivate

....

....

....

....

5.   **VALUES**

5.1   **Do any of the following forms of conflict or violence occur at your school?**

	OFTEN	SOMETIMES	NEVER
Gang violence from outside			
Gang violence from inside			
Sexual harassment			
Aggressiveness			
Theft			
Violence between learners and teachers			
Violence between learners			
Disrespect towards teachers or learners			

5.2 **Do you think any of the new education policies of the new curriculum affected the behaviour (discipline) of learners?**

YES	NO

If "yes", please explain in which way it affected the discipline

....

....

....

....

5.3 **Please give any input in the influence of the teachers' unions on the behaviour of your staff (negative / positive)**

....

....

....

....

....

....

....

....

....

Your time and co-operation is highly appreciated!

I.A. KING

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