

**A PRINCIPAL'S MANAGEMENT OF AN URBAN SECONDARY SCHOOL IN A  
TURBULENT ENVIRONMENT : WITH SPECIAL REFERENCE TO KWAZULU  
SCHOOLS**

By

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**DECLARATION**

I, Mlungisi Emmanuel Thusi, declare that this dissertation, "A PRINCIPAL'S MANAGEMENT OF AN URBAN SECONDARY SCHOOL IN A TURBULENT ENVIRONMENT : WITH SPECIAL REFERENCE TO KWAZULU SCHOOLS"; is my own work and that all sources I have used or quoted have been indicated and acknowledged by means of complete references.



M.E. THUSI  
DURBAN  
DECEMBER 1993

**DEDICATION**

This work is dedicated to my parents, late father, Benjamin Mondhli "B.M.J." and my loving mother Deliwe Eida and to my two late brothers Eugene and Brian.

## **ACKNOWLEDGEMENTS**

I wish to record my indebtedness to :

1. My wife, Mumsy and my children Thamsanga and Minenhle for their patience, and moral support and encouragement throughout the course of this study.
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## ABSTRACT

The crisis in Black Education has dramatically influenced the manner in which principals manage their schools.

What is clear is that for more than a decade school principals have been faced with a complex task of managing schools in a changing environment, which is characterised by many upheavals.

It would seem that every school principal will inevitably have to reconceptualise the school as a management structure and perhaps, accept certain guidelines for effective management of his school.

Therefore, the specific purposes of the study were :

- to investigate the problems encountered by principals, who are assigned the duty of managing the schools in an unstable environment;
- to put forward proposals for effective management in a changing environment.

In this study special attention was paid to the management of urban secondary schools under the Department of Education and Culture, KwaZulu.

The major findings which emerged from the study are that :

- from 1976 to 1991 the school environment has not been stable enough for the principals to be able to practise their management and leadership skills effectively.
- that a number of factors within and outside the school have contributed to the disorder encountered in the schools;
- although principals continued in their positions as heads, they had almost no authority to suppress the unrest that threatened the normal functioning of their schools;
- that principals have to be innovative and flexible enough to deal with the situation as it presents itself;

- that as long as the legitimacy of the KwaZulu Education System remains questionable to the communities, teachers and the pupils it serves, unrest in schools, under this Department, will never be eliminated and therefore principals will always remain deprived of their opportunity to manage their schools effectively.

The study concludes with several recommendations arising out of the study. The most important being :

- the establishment of a single based purely on academic considerations rather than political considerations;
- as the school is part of its surrounding environment, recognition must be given to the norms, values and attitudes of the community from which its pupils are drawn;
- unrest related problems, that affect both the home and the school, can be overcome if parents meet regularly with principals and teachers and have discussions on matters of common concern, such as reducing the incident of truancy, methods of curbing drug abuse, methods of handling adolescent problems and selection of subject packages;
- maintenance of firm, fair and consistent discipline is essential for effective management of a school.

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## CHAPTER ONE

### INTRODUCTION, ORIENTATION AND STRUCTURE OF THE STUDY

#### 1.1 INTRODUCTION

For many years Black education, in particular, has been caught up in the general crisis. This crisis has shown itself in black pupils' anger at their educational system and also their willingness to make sacrifices such as marching through the streets demonstrating against Bantu Education. This Bantu Education system was introduced by the South African Government through the Bantu Education Act, (Act no. 47 of 1953). Underlying this Act was the concept of racial discrimination, which is regarded as the foundation of the appalling situation in Black schools. Pupils and their teachers openly reject the Bantu Education system. The current situation in Black education is characterised by :

- boycotts, stay-aways, demonstrations and killing;
- criminal elements who exploit the situation; violence and vandalism are rife;
- the questioning of the legitimacy of teachers' authority;
- overcrowded classrooms;
- shortage of textbooks and equipment;
- teachers' organisations have moved towards militant unionism.

The entire picture presents an environment that is not conducive to effective teaching, learning or administration.

The current situation also presents a scenario in which the principal is in a dilemma on account of the nature of his position. Principals often find themselves in the middle of the contested ground, having to satisfy at the

same time, the conflicting demands of the education authorities, teachers, pupils, parents and the general community.

They find themselves pressured and criticised from all sides, often for inadequacies for which they, frequently, are not to blame. Educational authorities expect the principal to so manage his school that he maintains harmony and stability. They will not tolerate failure in this respect. Students also look upon the principal as the "father figure" of their institution and expect him to support both their thinking and demands.

This study is not simply aimed at proposing worn-out solutions for the current problems. Instead, a serious attempt is being made to find a fresh approach to the educational, political and social problems as they affect pupils, relations to the principal and the role a principal can play in managing his school effectively.

While the secondary school principal, in particular, may have traditionally been the symbol of authority and stability in the school and also the intermediary between the school and the outside world (whether they are parents or the local education authorities) he has now the much more complex task of managing a school in a changing environment, characterised by many upheavals. For many principals this situation has caused physical as well as emotional trauma. It would seem that every school principal will inevitably, have to face crises and should, perhaps, adopt certain guidelines for effective management of his school.

## 1.2 MOTIVATION AND AIM OF STUDY

The title of this study is "A Principal's Management of an Urban Secondary School in a Turbulent Environment: with special reference to KwaZulu Schools".

The writer's interest in this study started with his concern that, in spite of all the crises in Black Education, principals continued to manage their schools as they had always done and introduced only minimal changes to meet the situation. Consequently, there is a need to identify the causes and events marking the crisis in KwaZulu schools and also to examine how a principal should manage his school in a turbulent environment.

The writer has also noticed with great concern that, for more than a decade, the school environment has not been stable enough for principals to be able to practise their management and leadership skills effectively. It is the writer's contention that any degree of success during this turbulent era cannot be achieved only on the basis of the administrative and professional duties, as laid down by the Department of Education and Culture, KwaZulu, but that principals have to take the initiative and be innovative and flexible enough to deal with the situation, as it presents itself.

In the following chapters the writer will reveal how, despite many denials on the part of KwaZulu officials that their education system was not disturbed by violence, reports, press accounts and personal testimonies provide convincing evidence that schools were, and still are, disrupted. This instability has the effect of eroding the authority of the principal.

Moreover the collapse in discipline has led to a deterioration in the standard of education, as can be seen in the high failure rate in KwaZulu schools.

The purpose of this study is thus to investigate the problems encountered by principals, who are assigned the duty of managing the schools in an unstable environment, and provide some solutions.

The specific aims of the study may be summarised as follows :

- to analyze the KwaZulu education system and describe the scenario

- within which school principals have to administer their schools;
- to examine the chronology of events marking unrest in urban secondary schools in KwaZulu;
  - to examine the authority of the principal in terms of his position as head of the school;
  - to illustrate certain ambiguities and dilemmas, which challenge the principal in his pursuit of the maintenance of the existing system of education;
  - to put forward proposals for effective management in a changing environment. Not only will these proposals be of assistance to those who are engaged in management, but also to those who are still aspiring to promotion posts.

### 1.3 DEFINITION OF TERMS

For the purposes of this study, the following definitions have been established.

#### 1.3.1 Principal

Also known as the head or headmaster. He is the most senior administrator within the school. In the Department of Education and Culture, KwaZulu the principal is appointed by the Minister of Education and Culture. According to the KwaZulu Education Act 7 of 1978 the term "principal" means the teacher in charge of any school and its teaching staff. By virtue of his appointment, the principal is placed at the head of his school.

#### 1.3.2 Management

Management is a noun derived from the verb, "manage" which means to be in charge of, keep in order and control. In an attempt to define the term, Spencer points out that "management consists in deciding, in

the light of envionring circumstances, what is to be done, in specifying the material, technical and human resources required to do it; deploying them accordingly and then getting things done through people" (1).

In this context therefore, management refers to the work done by the principal in directing and controlling all the resources and activities of the school.

### 1.3.3 Secondary Schools

Secondary Schools in this study are viewed as those schools which have Standards Six to Ten. Secondary Schools are divided into junior and senior secondary schools. Senior secondary schools are also known as "high schools" and high schools have either Standards Six to Ten or standards Nine and Ten only. Junior secondary schools have Standards Six, Seven and Eight.

### 1.3.4 Turbulent Environment

The term "environment" means those factors external to the organisation that influence the effectiveness of the schools' day to day functions and objectives. The concept of environment is used to explain the context within which schools are situated.

It can also refer to the complex process of interaction between an organisation and those forces that do not appear to be integral to it, but influence it.

The environment of the school can either be favourable or hostile. Only if the relationship between the school and its

environment is cordial can it be said that the environment is favourable. A hostile environment is a turbulent environment and this refers to conditions, under which schools are now run, which are characterised by violent disturbances or disorderly behaviour which impinge on the school. The term "turbulent" has today in South Africa become synonymous with violence, unrest, commotion, restlessness and disturbance.

A turbulent environment is conflict laden and it is characterised by the crossfire politics of fragmented interests, protest movements, factionalism, detentions, litigation and deaths. A turbulent environment therefore is disruptive to the normal running of a school.

#### 1.4 METHODOLOGY

A careful study of literature with a view to deriving a conceptual framework and a theoretical background, within which the problem can be investigated, will be undertaken. Relevant data from bulletins, circulars, annual reports and speeches will also be gathered, collected and interpreted. Information gathered from these documents will help to elicit information relevant to describing and discussing the KwaZulu Education System. Information on school unrest in Natal will be gathered predominantly from newspaper articles, because most information concerning the subject is to be found in newspapers.

The study was initially planned as a case study but, because of a sudden transfer of the administration of schools in Clermont from the Department of Education and Culture, KwaZulu to the Department of Education and Training, the writer encountered problems in continuing with his intended case study.



## 1.5 CHAPTER OUTLINE

Chapter One is concerned with introducing the study. This Chapter also discusses the motivation and the aim of this study. This will be followed by the definition and clarification of recurrent terms. A brief outline of the research methodology is also given in this Chapter. The next Chapter gives a general overview of the school system in KwaZulu, during the period 1976 to 1983. The position and authority of the principal during this period is also examined.

The focus of Chapter Three will be an in depth look at the internal and external factors contributing to unrest in schools. A chronology of events marking school unrest during the period 1984 to 1991 will also be given.

Chapter Four examines the deteriorating and declining position and authority of the principal in KwaZulu schools. The role that a principal is required to play is outlined in this Chapter. Finally challenges faced by the principal in his management functions are included. In Chapter Five possible conclusions and recommendations will be put forward.

## 1.6 SUMMARY

In this Chapter an attempt was made to outline the context within which schools have to be managed. The motivation and aim of this study was also given. Furthermore the key concepts of this study were clarified and the direction of this research outlined.

## 1.7 REFERENCES

1. Spencer, P., Education and Management. London: Mc Graw Hill Book Company, 1978. p 56.
2. Hall, R.H., Organisations: Structures, processes, and outcomes. Albany: Prentice-Hall International Inc. 1987.
3. Babie, E., Survey Research Methods. California: Wadsworth Publishing Company, 1990.

## CHAPTER TWO

### SOME ASPECTS OF THE CURRENT EDUCATIONAL SITUATION IN KWAZULU

#### 2.1 INTRODUCTION

This Chapter aims at reviewing some aspects of the KwaZulu system of education, as a background to describing and discussing how what happens in schools, impinges upon the way schools are managed. This description and discussion will be followed by a general overview of the school system in KwaZulu and how it was influenced by the Soweto uprising in 1976. Finally, the position and authority of the principal during the period 1976 to 1983 will be discussed.

#### 2.2 THE STRUCTURE AND ADMINISTRATION OF THE DEPARTMENT OF EDUCATION AND CULTURE, KWAZULU

Behr describes developments in Southern African education and how, with the granting of internal self governing status, the legislative assemblies in the Independent States set up departments of education. The Department of Education and Culture, KwaZulu was established by a decree of the KwaZulu Government. (1978: p. 171). (1).

The provision of education in KwaZulu is in accordance with the spirit of the National Policy for the General Education Affairs Act of 1984 (Act no. 76 of 1984) section 2 (i) and (ii) of the Republic of South Africa. The relevant sections read as follows :

- (i) That equal opportunities for education, including equal standards of education, shall be striven after for every inhabitant of the Republic irrespective of race, colour creed or sex;

- (ii) That recognition shall be granted both to that which is common and to that which is diverse in the religious and cultured way of life of the inhabitants of the Republic, and to their languages. (2).

Section (ii) of this Act, explains why South Africa has fourteen departments of education and also implies a policy of separate development in education, which has resulted in the establishment of these fourteen education departments, including the Department of Education and Culture, KwaZulu.

The Department of Education and Culture, KwaZulu is independent administratively, but still remains closely linked professionally to the Department of Education and Training, for example, syllabuses used in the Department of Education and Culture, KwaZulu are received from the Department of Education and Training.

In 1978, the Department of Education and Training was created out of the old Department of Native Affairs and Department of Bantu Education respectively. The administration and control of the education of Africans whose education does not fall under the control of the homelands and self governing states, is vested in the Department of Education and Training. Standard Ten pupils write an external examination which is set by the Department of Education and Training. According to Behr, the Department of Education and Training " ... is responsible for control and guidance in respect of examinations, syllabuses, courses and teaching standards..." (3).

The Department of Education and Culture, KwaZulu is responsible for the education of Africans in KwaZulu. It has full control of the everyday administration and running of the schools, including the appointment of teachers and the provision of buildings, furniture, books, stationery and equipment. The Department of Education and Culture KwaZulu services a school population of approximately 1 540 852 pupils, 8 030 tertiary students and 32 872 teachers. (4).

The head of the Department of Education and Culture, KwaZulu is the Minister of Education and Culture, who is a member of the KwaZulu Legislative Assembly. The Minister is assisted by the Deputy Minister of Education and Culture. The administrative head is the Secretary for Education and Culture, who is assisted by four deputy secretaries, known as Directors. This Department is divided into four regions for control purposes. Each of the four regions is headed by an Assistant Director. These four regions are broken up into twenty five inspection circuits. A circuit inspector is in charge of each inspection circuit. KwaZulu circuits can be grouped as follows :

Table 1

<u>RURAL</u>	<u>PERI-URBAN</u>	<u>URBAN</u>
Bergville	Enseleni	*Edendale
Hlabisa	Inkanyezi	KwaMashu
Mahlabathini	Madadeni	Umlazi North
Maphumulo	Mehlesizwe	Umlazi South
Msinga	Mnambithi	
Nkandla	Mpumalanga	
Nongoma	Ndwedwe	
Nquthu	Port Shepstone	
Pholela	Umbumbulu	
Unbombo	Umzinto	
	Umzumbe	

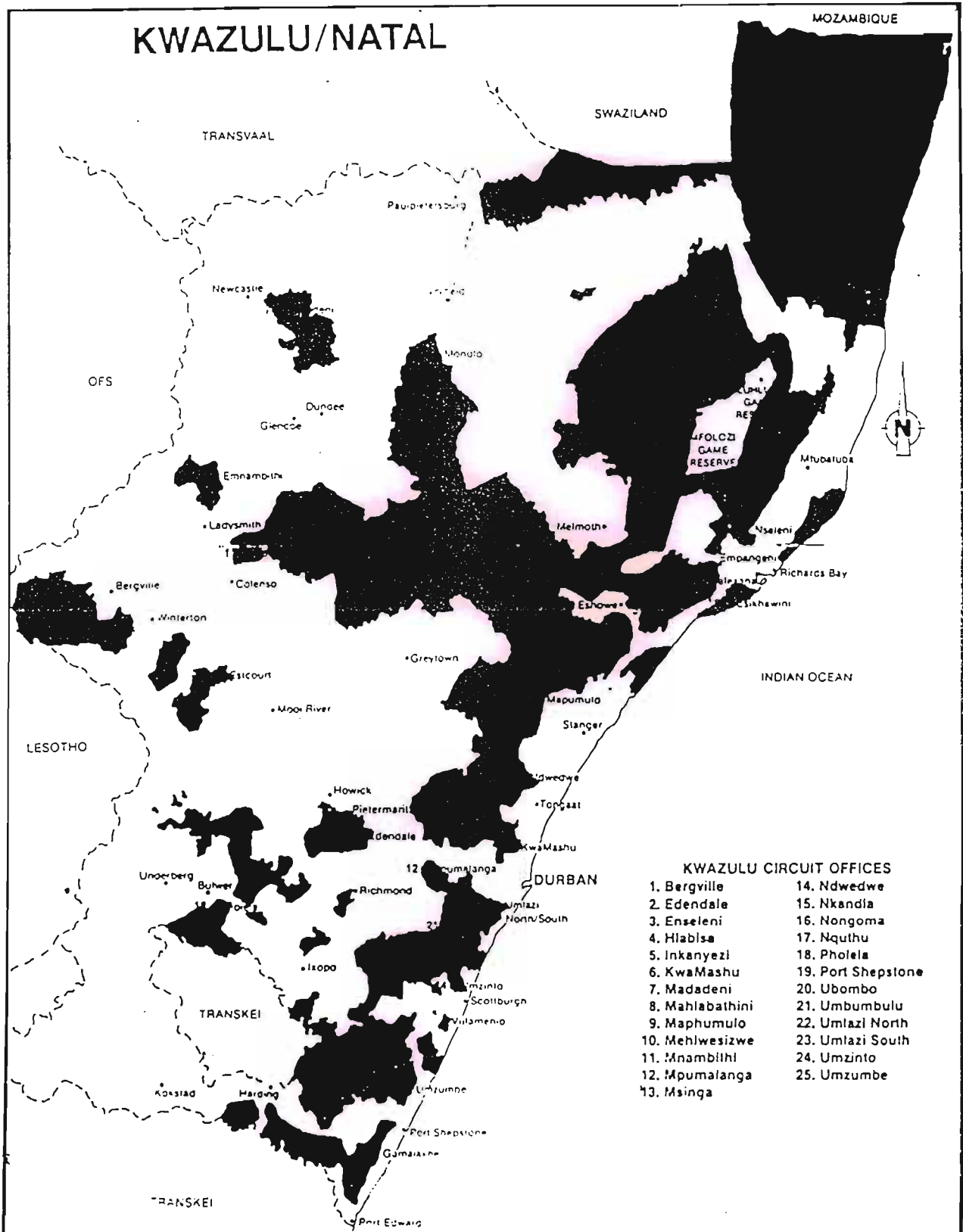
Source : Education Monitor, Volume 1 NO. 2 1989 p. 3 (5)

In Table 1 Edendale has been marked with a star because the writer believes that this circuit can no longer be classified as urban, since all schools in Edendale, which were urban schools in this circuit, were transferred to the Department of Education and Training with effect from 1st April 1991. Instead, this circuit can now be classified as peri-urban.

The following map shows the distribution of the circuits of the Department of Education and Culture, KwaZulu.

Map 1

KwaZulu Education Circuits



Source : Fundisa, KwaZulu Education Journal. Vol. 2, No.3, 1990. pp. 12-13 (6).

## 2.3 THE SCHOOL STRUCTURE

A twelve year structure for schooling was implemented in the Department of Education and Culture, KwaZulu in 1976. This structure changed the thirteen year structure of African Education, in which higher primary education for Africans had stretched over a period of four years. The two school structures are clearly illustrated by Behr :

TABLE 2

### Out-phased Model

1	2	3	4	5	6	7	8	9	10	11	12	13	YEAR OF SCHOOL
A	B	C	D	E	F	G	H	I	J	K	L	M	CLASS
LOWER PRIMARY				HIGHER PRIMARY				JUNIOR SEC.			SNR SEC.		PHASE

KEY :

A = Sub Std A

B = Sub Std B

C = Std 1

D = Std 2

E = Std 3

F = Std 4

G = Std 5

H = Std 6

I = Form I

J = Form II

K = Form III

L = Form IV

M = Form V

The thirteen year structure of African Education (7).

TABLE 3

## In-phased Model

1	2	3	4	5	6	7	8	9	10	11	12	YEAR OF SCHOOL
A	B	C	D	E	F	G	H	I	J	K	L	CLASS
LOWER PRIMARY				HIGHER PRIMARY			JUNIOR SEC.			SNR SEC.		PHASE

KEY :

A = Sub Std A

B = Sub Std B

C = Std 1

D = Std 2

E = Std 3

F = Std 4

G = Std 5

H = Std 6

I = Std 7

J = Std 8

K = Std 9

L = Std 10

The new twelve year structure of African Education (8).

The new structure retained the four phases of schooling which followed the 4-3-3-2 pattern. It is important to note that in many schools in KwaZulu, the eighth year of schooling, that is, Standard Six, is still part of the primary school. As a result, it is common practice in KwaZulu schools to find secondary schools starting from Standard Seven. Table 4 below shows that most primary schools in KwaZulu are combined primary schools (those schools which start from substandard A to standard five). The Junior Secondary phase covers the eighth, ninth and tenth years of schooling. The Senior Secondary phase covers the eleventh and twelfth years. There are those senior secondary schools which combine both the Junior Secondary phase and Senior Secondary phases. At the end of the Senior Secondary phase, pupils write the National Senior Certificate Examination, which is under the control of the Department of Education and Training (as the examining authority).



Table 4 This table shows the number and types of schools in KwaZulu in 1990.

<u>TYPES OF SCHOOLS</u>	<u>NUMBER OF SCHOOLS</u>
Lower Primary	742
Higher Primary	232
Combined Primary	1 310
Junior Secondary	375
Senior Secondary	350
Colleges of Education	10
Adult Schools	149
Technical Schools	8
Industrial Schools	4
In-service Training	1
Special Schools	7
Technikon	1
Nursery Schools	21
College for Further Education	1
<hr/>	
TOTAL	3 211
<hr/>	

Source : KwaZulu Department of Education and Culture, Annual Report, 1990, p.57 (9).

As a background to Subsection 2.4 and Chapter Three, the following figures, which indicate enrolment trends in the Department of Education and Culture, KwaZulu from 1975 to 1990, will be given.

Table 5

<u>YEAR</u>	<u>ENROLMENT</u>	<u>GROWTH%</u>
1975	530 634	
1976	554 058	4
1977	716 041	22
1978	778 142	8
1979	843 913	8
1980	878 226	4
1981	931 580	6
1982	1 044 413	11
1983	1 066 595	2
1984	1 100 000	7
1985	1 176 789	9
1986	1 230 460	4
1987	1 316 134	7
1988	1 393 386	6
1989	1 468 362	5
1990	1 504 684	2
AVERAGE ANNUAL GROWTH %		7

Source : KwaZulu Department of Education and Culture, KwaZulu Annual Reports, 1975 - 1990 (10).

It is worth noting that the highest growth in enrolment was in 1977, where the average growth percentage of 22% was reported.

A recent HSRC report indicates that there is a general shortage of teachers, but this shortage of trained educators is most acute in Black Education. In 1980, Dr Dhlomo of the Department of Education and Culture, KwaZulu disclosed that professionally unqualified teachers account for 20% of the staff in KwaZulu primary schools and 25% of the staff in secondary schools. (11). Tables 6 and 7 below give the total number of teachers in KwaZulu in primary and secondary schools, according to qualifications.

These tables also distinguish between the number of professionally qualified teachers and professionally unqualified teachers in 1990. The 1990 KwaZulu

Annual Report further indicates that most of these unqualified teachers serve predominantly in rural areas.

Table 6

<u>PROFESSIONALLY QUALIFIED</u>	<u>NUMBER OF TEACHERS</u>
STD 6 and Teachers' Diploma	809
STD 8 and Teachers' Diploma	3 046
STD 10 and PTC	6 795
STD 10 and 2 years Diploma	1 468
STD 10 and 3 years Diploma	8 151
Teachers' Tech. Certificate	4
Degree and Diploma	1 712
<hr/>	
TOTAL	21 985

Source : KwaZulu Department of Education and Culture, KwaZulu Annual Report, 1990. (12)

Table 7

<u>PROFESSIONALLY UNQUALIFIED</u>	<u>NUMBER OF TEACHERS</u>
Std 8 and Lower	1 882
Technical Certificate	3
Std 10	4 013
Degree	107
<hr/>	
Total	6 005

Source : KwaZulu Department of Education and Culture, Annual Report, 1990. (13)

The information given in all the Tables above has been quoted to illustrate the structure of the KwaZulu Department of Education and Culture, KwaZulu thereby assisting in the understanding of the context within which principals manage the schools. Figures such as those mentioned in Table 7 suggest an

urgent need for the upgrading of teachers in KwaZulu schools.

#### 2.4 A GENERAL OVERVIEW OF THE SCHOOL SYSTEM IN KWAZULU, 1976 - 1983.

It seems fitting at this stage to give a general overview of the state of education in KwaZulu between 1976 and 1983, and how schools were affected by the 1976 riots. The state of education in KwaZulu during 1976 to 1983 can be described as disturbing.

There was no supply of free textbooks. In 1980 the Department of Education and Culture, KwaZulu announced the free supply of books. These books, were in most cases, not received in time for the beginning of the school year and there were seldom sufficient copies to provide for each pupil's requirements. Pupils were forced to share books. It is no wonder that in order to get the learning process going as soon as possible at the beginning of the year, principals and teachers insisted that pupils buy the books, which had not been supplied by the Department of Education and Culture, KwaZulu.

In 1976 classrooms were still overcrowded. The problem of overcrowding in KwaZulu schools was further compounded by the fact that scores of pupils from Transvaal and Cape schools, who had lost their places, as a result of continued student protests against the system of Bantu Education and also because of destruction of schools, were transferred by their parents from trouble-torn areas to KwaZulu schools, which were still considered relatively peaceful.

This is clearly reflected in the 22% growth of the student population in 1977, which has been shown in Table 5.

The influx of pupils from schools in trouble-torn areas was referred to by the, then, KwaZulu Minister of Education and Culture, Dr Dhlomo when he said :

"We accepted students from Soweto into our schools in

good faith and there is no doubt that the majority of these generally want to learn." (14).

There was a shortage of furniture, for example, pupils' desks, in most schools. Some principals reported that they were made to fill in forms requisitioning furniture almost every year, but none was ever supplied. Most schools had no electricity.

Even those schools which had electricity, were also dis-advantaged since their schools were always short of electrical appliances, such as overhead projectors and television monitors to facilitate teaching.

Because of the unemployment and poverty that prevailed in the communities surrounding schools, some pupils went to school hungry. It is sad to note that, in spite of poverty and unemployment, parents in KwaZulu paid for their children's education, books and stationery.

Parents were also made to pay towards the building of new classrooms. In addition to this financial burden, the number of teachers paid by the parents was also alarming. Addressing a meeting of principals and school committee chairmen in KwaMashu, Ntuzuma and Clermont in 1978, the Circuit Inspector said that "... if KwaZulu did not have money to pay for additional teachers parents would have to pay." (15).

The financial burden that faced parents in KwaZulu schools was also exposed by the Chief Inspector of the Department of Education and Culture, KwaZulu Technical Section, at the opening of Bhekuximba Junior Secondary School, when he said:

"... of the 15 000 teachers employed in KwaZulu Government schools, 3 000 are privately paid". (16).

Teachers, at some schools, went for months without being paid their salaries. Commenting on the issue of salary delays, one KwaZulu teacher said :

"One sometimes finds it difficult to understand why an efficient department should take eight months to trace your records. There must be something radically wrong really". (17).

KwaZulu expenditure on education during the period 1976 to 1983 presents a very depressing picture. In 1978 George Steyn, who was KwaZulu Secretary for Education and Culture, said :

"The department's biggest problem was the lack of teachers compounded by a lack of money for facilities furniture and classrooms". (18).

A situation such as this is bound to adversely affect the educational effectiveness of the school. Table 9 below shows the per capita expenditure on education in KwaZulu from 1977 to 1983.

Table 8

<u>Year</u>	<u>Rand / Pupil Ratio</u>
1977	44,5
1978	50,7
1979	58,7
1980	73,0
1981	92,8
1982	108,1
1983	126,8

Source : KwaZulu Government Service, Annual Financial Estimates 1977 - 1983 (19).

What is also of particular interest is the Matriculation results which were, by any standards, declining every year. The following Table illustrates the KwaZulu

Matric results from 1977 to 1983.

Table 9

Standard Ten Pass Rate

<u>Year</u>	<u>% Pass Rate</u>
1977	84%
1978	82,2%
1979	78,4%
1980	74,0%
1981	70,9%
1982	36,0%
1983	32,3%
<hr/>	
AVERAGE	65,4%

Source : KwaZulu Department of Education and Culture, Annual Report, 1977 - 1983. (20)

An analysis of the KwaZulu Matric results indicates a decline from 1978, when the percentage pass was as high as 82%. This, later declined to 32% in 1983.

The 82% pass rate achieved in 1978 shows that violence had still not affected schooling in KwaZulu. The 32% pass rate shows the effect of unrest in schools since 1980. The high failure rate has remained in the Department up to the present time.

Mbokazi, the Rector of Esikhawini College of Education, sums up the nature of the problems encountered by the Department of Education and Culture, KwaZulu as follows :

- shortage of teaching staff;
- overcrowding of classrooms;
- high dropout rate and wastage at school level;
- failure to make significant impact on the problem of literacy;

- narrow views on the utility value of education;
- lack of funds;
- lack of facilities like laboratories, libraries, infra-structures, teaching and learning media. (21)

All these conditions in KwaZulu schools were a major source of discontent. A full understanding of the situation in KwaZulu schools runs deeper than any statistical analysis. Performance in schools has to be placed and analyzed in the context of environmental factors.

While KwaZulu officials claimed a marked peacefulness in KwaZulu schools, as violence spread elsewhere in the aftermath of the Soweto "Bantu Education protests", an increasing number of pupils were involved in stay-aways and class boycotts, indicating widespread involvement of pupils in actions which disrupted the normal running of the schools.

In 1978 the Daily News reported scattered incidents of unrest among KwaZulu schools, which led to the closure of some schools. Those "incidents" culminated in the death of a teacher, who was knifed, while another was seriously injured at St Augustine's High School in Nqutu. In 1980, boycotting of classes in certain schools in KwaZulu led to the disruption of the mid year examinations.

An active mobilisation campaign by organisations, such as the Congress of South African Students (COSAS), which stressed the need to integrate the student struggle into the broader national struggle against apartheid in South Africa, significantly affected unrest in KwaZulu schools, including boycotts. It is no wonder therefore that in 1983, after a widespread school boycott, COSAS was banned from operating in KwaZulu.

Attempts to stir up school unrest in KwaZulu schools were largely suppressed by the KwaZulu Government. Stringent measures, as mentioned below, were taken by the KwaZulu Legislative Assembly to discourage riotous behaviour in



schools under its control. In 1978 the Daily News reported that :

"The KwaZulu Cabinet decided that time should be set aside for the Inkatha Youth Brigade in KwaZulu schools after it had been seen how it had saved the schools from bloodshed and chaos". (22)

In an attempt to quell unrest in schools, the Department of Education and Culture, KwaZulu urged schools to establish organisations to which pupils would be recruited. These organisations were controlled by Inkatha and they were known as Inkatha Youth Brigades. Their duty was to monitor the situation in a school and to give reports to the central committee of Inkatha on the attitudes of teachers, principals and pupils. A wave of unrest, which swept the schools in the late 70's and early 80's, led to the introduction of anti-riot measures in some KwaZulu schools. These measures included a "riot deposit" which had to be paid by parents. Parents were also required to accompany their children to school at the beginning of the year.

In 1982 in a wave of protest, Black pupils, country wide, demanded the formation of student representative councils (S.R.C.) and rejected the prefect system. This also markedly affected schools.

Pupils felt that prefects were selected by teachers and, as a result, they represented the interest of the teachers and not the pupils. Pupils felt that an organisation, such as a student representative council, which had been elected democratically by the pupils themselves, was truly representative of students. Protests against the prefect system led to incidents in which schools were stoned by pupils. Pupils boycotted classes and, at one school, the principal was seriously injured when he was stoned by his own pupils. (23) This school unrest spread to all KwaZulu schools, including those in KwaMashu, Umlazi, Edendale, Howick, Escort, Empangeni, Ndwedwe, Mbumbulu, Mpumalanga and Mtubatuba.

It is the opinion of the writer that the 1976 Soweto riots also left a highly volatile situation in KwaZulu schools. All attempts to suppress violence were not successful. The 1984 school unrest discussed in Chapter Three will clearly demonstrate this.

## 2.5 THE POSITION AND AUTHORITY OF THE PRINCIPAL DURING THE PERIOD 1976 - 1983

To most principals the period 1976 - 1983 was like a nightmare. Despite KwaZulu officials claiming relative quiet in their schools, the description above reveals that the period 1976 - 1983 showed the increasing anger of pupils, in matters affecting their education.

Many principals found themselves in a vulnerable position because, for the most part, they were untrained for this turbulent era.

They found themselves having to manage beyond the level for which they had been prepared academically and professionally or acquired experience. To many principals this was a challenging era, since most of the unrest incidents, which occurred in schools, were caused by external forces which impinged on the schools. Principals were faced with a generation of militant young people who questioned established norms and values, frequently with violence. The task of managing a school was further made difficult by the fact that principals headed the schools of an education system that was increasingly regarded as illegitimate, as the struggle against Bantu Education intensified. Dissatisfaction with Bantu Education came to a head in the Soweto uprisings on June 16, 1976, which spread to other parts of the Country, including KwaZulu.

A principal's position in KwaZulu, as in the Transvaal and the Cape, became perilous, as incidents of arson, stone throwing, class boycotts and stay-aways increased. These challenges, faced by principals, culminated in a incident in which a principal was seriously injured when he was stoned by his pupils in Edendale in March 1983.

The warning by the, then, KwaZulu Minister of Education and Culture, Dr Dhlomo, that "principals and Circuit Inspectors who did not ensure the teaching of the Inkatha syllabus would be liable to a charge of misconduct" compounded the dilemma faced by principals, who had among their staff, teachers, as well as pupils, who were strongly and, at times, openly opposed to Inkatha and its ideology. (24)

The position of principals was further eroded by the fact that, for many pupils, this was a time when anything coming from authorities, was unacceptable. Consequently, the principal, who was regarded as the ultimate authority in the school, was constantly challenged.

It is the opinion of the writer, that this challenge to the authority of the principal can also be regarded as an act of "displacement" because grievances against the education system were directed against the principal, as he was regarded in the school as an official of the Department.

## 2.6 CONCLUSION

The examination of the school system and the structure of the Education Department in KwaZulu, is imperative as a basis for understanding the conditions under which principals manage schools.

## 2.7 SUMMARY

In this Chapter the structure and the administration of education in KwaZulu was described. A brief review of the school structure was also given. In the general overview of education in KwaZulu it was revealed that the state of education leaves much to be desired and the educational effectiveness of most schools is impaired. This Chapter also touches upon the effect of the 1976 riots against Bantu Education on the system of education in KwaZulu.

In the following Chapter some of the major events marking school unrest from

1976 to 1991 will be examined.

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### CHAPTER THREE

#### SCHOOL UNREST IN NATAL, WITH SPECIAL REFERENCE TO KWAZULU SECONDARY SCHOOLS

##### 3.1 INTRODUCTION

The objective of this Chapter is to provide an overview of the events in KwaZulu urban schools during the period 1984 to 1991. It is a fact that, since the early 1980s, urban schools, in particular, have become sites of unrest. It is also questionable whether the Department of Education and Culture, KwaZulu and other concerned authorities, who frequently averred that they were addressing school unrest, did so effectively. This leads to a discussion on, firstly, the possible causes of unrest in KwaZulu schools and, secondly, a year by year account of unrest in these schools.

It can be argued that turbulence in schools, under the Department of Education and Culture, KwaZulu (and country wide for that matter) is likely to continue unabated if the macro environment, that is, the socio-political situation, is not normalised. Van Zyl of Funda Centre echoes a similar sentiment when he suggests that : " the crisis in education will continue until a system is implemented by a government regarded as legitimate by the majority of the South Africans" (1)

A careful analysis of school unrest and its origins illustrates the devastating effects of apartheid and all the ills associated with it and how education has been destabilised.

##### 3.2 CONCEPTUAL CLARIFICATION

The Oxford English Dictionary defines "unrest" as "absence of rest,

disturbances, turmoil, trouble, unquiet, restless, stirring" (2). The prefix "un-" in the word "unrest" expresses negation. The emphasis has been laid on the prefix "un-" to imply contrast to rest, quiet, stable conditions that should prevail in the school. School unrest embodies such aspects as riots, upheavals, stay-aways, boycotts, arson, assaults, vandalism and many other militant actions that disturb the normal running of the school.

In the literal and descriptive sense the meaning of the "school unrest" is most evident in cases of disturbances affecting the schools. In an attempt to examine how destructive school unrest is to education, Van den Aardweg says:

"Violence and vandalism, and the fear they engender, have a deleterious effect on the morale of both teachers and pupils and destroy the proper learning environment. To be effective schools must be safe; thus crime and fear have no place in our nation's schools. The school must be a safe environment in which students/pupils can learn, work, play and gain respect for others and in which teachers can teach without fear and disruption. Every person involved in the life of a school has a right to safe, secure and peaceful working and learning conditions; thus school unrest merits our attention because it is educationally undesirable and pedagogically unacceptable" (3).

### 3.3 ORIGINS OF SCHOOL UNREST

It is very difficult to try and isolate the major causes of unrest that have plagued KwaZulu schools for more than a decade. It appears that a combination of socio-economic and political factors have conspired to produce this state of affairs. A number of factors within and outside the



school and the sphere of education have contributed to the progression of increasingly violent behaviour in schools. This Chapter does not aim at analyzing in depth the complex web of factors, from which unrest in KwaZulu schools grew, but rather to expose the progress of unrest in KwaZulu schools. In this Chapter these causes of unrest have been divided into internal factors and external factors.

### 3.3.1 Internal Factors

According to Van den Aardweg, pupils use violence largely as a result of individual frustration blamed on persons or the school; when pupils feel that either individuals or the institution have been unconcerned about their rights, apathetic towards their needs and unresponsive to their reasonable requests. (4). In reviewing the situation as regards unrest in schools, one can infer that the conditions, predisposing schools to unrest, relate to educational deprivation and educational inequality and that school unrest will not abate until basic inequalities in education are removed, such as, the unequal per capita expenditure on education.

It is the feeling of the writer that this continued unequal distribution of educational resources will no doubt perpetuate the culture of unrest in schools.

In Chapter Two an illustration was given which indicated how the enrolment numbers in schools was increasing. However, in contrast to this trend, very few schools were built during the period 1976 to 1991. This failure to build schools, in keeping with the population growth, compounded the existing overcrowding in Black schools. From the discussion in Chapter Two it is possible to infer that over-crowding resulted in unrest

in most schools.

The sudden mushrooming and expansion of informal settlements on the periphery of urban areas, such as KwaMashu, Umlazi, Clermont and Edendale townships, aggravated the accommodation crisis in schools. Most of these informal settlements were erected by people, who were forced to abandon their homes and flee because of violence. This occurred in Umgababa, Umbumbulu, Folweni, Richmond, Swayimane, Ndwedwe, to name a few. Children of displaced families sought entry into neighbouring township schools. As a result of this, class sizes of up to eighty pupils were not uncommon in both primary and secondary schools. Pupils who could not get into schools, roamed the streets, frequently ready for mischief.

The unequal distribution of resources is further evidenced by the following Table, which illustrates what the South African Government spent to educate each child annually between the years 1976 to 1989. The column under "Africans" in the table below also includes the "per capita expenditure" for pupils under the KwaZulu Department of Education and Culture.

Table 10

<u>Year</u>	<u>African</u>	<u>Coloured</u>	<u>Indian</u>	<u>White</u>
1975-6	R 42	R 140	R 190	R 591
1977-8	R 54	R 185	R 276	R 657
1980-1	R 139	R 253	R 513	R 913
1982-3	R 146	R 498	R 711	R1211
1984-5	R 227	R 639	R1112	R1702
1986-7	R 369	R 887	R1714	R2299
1988-9	R 656	R1221	R2067	R2882

SOURCE : Pam Christie, The Right to Learn, The Struggle for Education in S.A. (5)

The above table shows that, on average, about five times more was spent on a White child than was spent on an African child's education. This resulted in materially impoverished schools, and was a direct cause of the frustration expressed by pupils. As a result of this a strong demand for equal quality and equal access to educational opportunities arose.

Pupils' frustration and anger was increased by the fact that, while African schools were running short of resources and were overcrowded, a stone's throw away from them schools, built for Whites, were being closed down or were under utilised. These facilities could have been used by Blacks, a position disallowed under apartheid.

In 1990 Zwane, Secretary of the Department of Education and Culture, KwaZulu supported KwaMashu teachers in their memorandum to the Department of Education and Culture, KwaZulu. He added that the resources, required by Black schools in general, and KwaZulu schools in particular, were of two kinds, namely accommodation and other physical facilities and adequately trained and educated teachers. He further asserted that the latter is more important, because one of the factors contributing to the lowering of standards in Black education was that many teachers were not adequately trained. (6).

One can therefore infer that this crisis of provision, which includes inter alia, enormous differences in percapita expenditure (between Africans and other racial groups), under-provision of school facilities, inadequate teacher training and unacceptable teacher-pupil ratio, was also a direct cause of frustration which resulted in unrest in KwaZulu schools.

Other internal causes of disruption in schools were centred around alleged mis-appropriation of funds by some principals, inadequate textbooks and stationery, corporal punishment, sexual abuse by teachers and non recognition of student representative councils (SRCs).

The mass mobilisation of pupils by student organisations, such as the Congress of South African Students (COSAS), gave voice to the following demands made by pupils country wide :

- scrapping of the prefect system;
- democratically elected SRC;
- an end to corporal punishment;
- an end to sexual harassment;
- supply of free textbooks and stationery;
- scrapping of age limit laws;
- the removal of South African Police and the South African Defence Force from schools and from townships.

Schools under the Department of Education and Culture, KwaZulu were also affected by these demands. Pupils in KwaZulu schools joined forces, in great numbers with COSAS, particularly in townships around Durban, Pietermaritzburg, and Pinetown. As a result of these demands schools were disturbed as boycotts and stay-away's became common.

Teachers too were involved in the disorder in schools. On several occasions teaching was halted as teachers were invited to teachers' meetings, which were held during school time.

In these meetings, besides addressing matters of common concern such as salaries and working conditions, questioning

compulsory pledges of loyalty to KwaZulu (teachers were required to pledge that they would always remain loyal to the Department of Education and Culture, KwaZulu) and complaining about the curriculum, teachers were also recruited into progressive teacher organisations, such as National Education Union of South Africa (NEUSA), National Education Health Allied Workers' Union (NEHAWU) and the South African Democratic Teachers Union (SADTU).

Among the resolutions taken in these meetings, was one calling on teachers to suspend teaching until their grievances were settled by the Department of Education and Culture, KwaZulu.

Basing his argument on the alleged involvement of teachers in violence, Dr Dhlomo, the then KwaZulu Minister of Education and Culture, said that "... teachers could become the unwitting agents of agitators bent on disrupting the schools." (7). The KwaZulu Legislative Assembly responded to the involvement of teachers in the disruption of schools, by passing a law allowing for the dismissal of teachers guilty of misconduct which was proved to be political, in nature.

### 3.3.2 External Factors

A further consideration is the possible contribution of factors outside of the schools, which were also a cause of disorder. These factors can mainly be classified as socio-political.

Mass protests by communities, which involved activities such as stay-away's and boycotts, made it impossible for schools to continue functioning. In 1985, for example, in response to the assassination of Mrs Victoria Mxenge, who was a United

Democratic Front lawyer and a political activist, a week-long stay-away was organised and many schools around Durban, Pinetown and Pietermaritzburg were disrupted.

Further examples of the disruption of schooling by external factors are documented in studies conducted by Gultig and Hart (8), Soobrayen (9) and Nzimande and Thusi (10).

In these studies conflict between political organisations such as the United Democratic Front, African National Congress and Inkatha are seen as a major cause of disorder in most urban and rural schools. This conflict is clearly explained in Section 3.4 of this Chapter.

The majority of pupils, fleeing from the political conflict in their areas, were unable to find places in schools where they were resettled. Refusal by principals to admit these pupils was a major cause of disruption, particularly in schools surrounded by informal settlements (squatter camps).

It is interesting to note how fear and intimidation also contributed to the cessation of schooling. Because of the fear of being attacked by members of another political party, teachers and pupils did not go to school. It was also common to find schools closing before normal closing time because of the rumour that they would be attacked. This is well illustrated in the following extract from Gultig and Hart :

"At Mpande students only attended school between 9h30 and 12h30 as they felt it unsafe to travel at the normal

times -" (11)

Incidents of pupils and teachers being attacked at school, on their way to school and on their way from school still occur.

Another external cause of unrest was the demand for "solidarity" from those pupils, not directly affected by unrest. As a result of this demand for solidarity, slogans such as "an injury to one, is an injury to all" and "pass one pass all" came into being. The second slogan meant that all pupils demanded to be promoted to the next class, regardless of school attendance and examination results, or even their ability to meet the scholastic demands of higher classes.

Gangs of youths also appeared to be growing in numbers and posed unprecedented dangers to the school system. The primary objectives of this gangsterism was criminal activity, particularly vandalism, sexual harassment of pupils and drug trading. In some townships, members of these gangs disrupted schools by intimidating and assaulting both pupils and teachers.

The Department of Education and Culture, KwaZulu also viewed the Congress of South African Students (COSAS) as an external force causing disorganisation in schools. According to the Department of Education and Culture, KwaZulu COSAS represented no more than a small group of agitators bent on disrupting teaching in KwaZulu schools. In 1986 COSAS was banned from mobilising in schools controlled by the Department.

Hooliganism was also a cause of chaotic conditions at schools. In 1987 the Circuit Inspector of Edendale pointed out that disturbances were a result of elements of hooliganism and that

people who were spear heading the boycotts were not even pupils (12).

Another aspect of school unrest that plagued schools in KwaZulu and aggravated problems faced by teachers, involved teenage pregnancies, alcohol and drug abuse and truancy all of which still plague the schooling system.

The factors mentioned above were greatly compounded by the diminishing authority of parents over their children. Educators generally agree that children who come from homes devoid of love, discipline, and authority will most likely become a liability to the smooth running of the school. The home should play its part in teaching children to accept authority and discipline. Parents can also inspire and motivate their children and create in them a sense of commitment to and love for education. This could considerably reduce the occurrence of unrest in schools.

#### 3.4 THE PERIOD 1984 - 1986

All persuasive and coercive measures taken in Natal to suppress unrest in schools proved to be in vain and unrest spread to schools, under the Department of Education and Training, Coloured schools, Indian schools, and also to KwaZulu schools.

The year 1984 began quietly enough but the first reports of unrest affecting the schools soon appeared when, in March, buses were stoned in Clermont. Other sporadic incidents of boycotts were reported in KwaZulu schools, particularly those schools in the urban areas.

Later in the year school agitation intensified as student organisations used school boycotts as part of the wider boycott of elections for the Tri-Cameral



Parliament ( a Parliament for Whites, Indians and Coloureds). Places that were affected included townships around Pinetown, Durban and Pietermaritzburg.

Incidents of turmoil continued in KwaZulu schools in 1985. The mass mobilisation by the Congress of South African Students (COSAS) and the emergence of the concept of "People's Education for People's Power" led to an outbreak of rioting and street violence in Natal, which was similar to the type of tumult which prevailed in the Vaal Triangle and the Eastern Cape. Most schools were affected by the series of marches and protest demonstrations that took place. These involved workers and pupils who were protesting against continued repression and detention by the Central Government through the police and security forces.

In August 1985 a wave of turmoil, which had been simmering in Natal townships, swept through KwaZulu urban and peri-urban schools. Nzimande and Thusi cite the killing of the Human Rights lawyer and a political activist, Mrs Victoria Mxenge, in Durban in August 1985 as an incident which led student organisations, such as the Azanian Students Organisation (AZASO) and the Congress of South African students (COSAS), to call for a week-long school boycott. (13)

This boycott was also directed at the Government's failure to address other grievances. Pupils responded to this boycott in great numbers, particularly in townships around Durban, Pinetown, Howick and Pietermaritzburg. During this boycott, widespread rioting, arson, looting and killing occurred in the townships. It was also during this period that Government buildings and private shops were burnt in townships, such as Umlazi, KwaMashu and Clermont. The homes of school principals, who were seen as refusing to observe the school boycott, were also destroyed.

In the aftermath of the unrest in Durban and Pietermaritzburg, trouble broke out, both in the communities and in schools, as supporters of the two political organisations, Inkatha and the United Democratic Front (UDF), blamed each other for the violence. Inkatha, as a political organisation, founded by the Chief Minister of KwaZulu, was always opposed to the disruption of those schools which were under the control of the Department of Education and Culture, KwaZulu. Inkatha members actively and consistently intervened against agitation in KwaZulu schools.

Clashes between Inkatha supporters and UDF supporters also fuelled the turmoil in many schools. The above view is echoed by Zwane when he says :

"each party wanted to have access to and control over certain public institutions such as schools where party ideology could be disseminated. Consequently school became terrains where the struggle for political control was contested." (14)

At the height of the unrest some pupils stayed away from schools because they were harassed and intimidated and some were even murdered. Those, who were believed to be UDF supporters were victimised by people believed to be pro Inkatha, while on the other hand pro UDF pupils retaliated by victimising pupils believed to be associated with Inkatha. During these confrontations, incidents occurred in which innocent pupils were frequently victimised, simply because they came from families associated with a particular political organisation.

The KwaZulu Minister of Education and Culture expressed serious concern about the disturbances occurring in urban schools. He called on pupils to return to school and promised that they and their teachers would be protected while at school. He said :

"..... all branches of Inkatha have been fully mobilised and are to patrol the streets of KwaMashu and Umlazi to put an end to violence and protect properties, public buildings and businesses in the townships near Durban."  
(15)

Attempts by the Department of Education and Culture, KwaZulu to bring an end to unrest through the establishment of Inkatha Youth Brigades in schools were not successful. Violent clashes between supporters of Inkatha and UDF continued.

Throughout September and October 1985 there were reports of the petrol bombing of school buildings, policemen's and councillors' homes, the homes of United Democratic Front leaders and supporters, as well as the homes of Inkatha leaders and supporters. In October 1985 a school boycott was also organised to protest against the attacks on homes of United Democratic Front members, the detention of UDF leaders and the presence of the South African Defence Force in the townships.

It was also in 1985 that the Regional Ad Hoc Education Committee in Natal was formed. The aim of this Committee was to address the education crisis in schools in Natal. At its first meeting it was agreed that pupils would go back to school at the end of January 1986, but that they would not have to pay school fees nor buy school books.

The year 1986 also proved to be a hard year for education, as restlessness increased in the townships. The first boycotts to affect KwaZulu schools that Year were centred around the demand for the immediate delivery of free text books and stationery. School disturbance was also caused by the refusal of pupils to pay school fees. In some schools, those pupils who had already paid their fees, demanded refunds on the grounds that the KwaZulu Minister of Education and Culture had announced in the media that school fees were

not compulsory, but were "donations". (16) Circuits hit by this unrest included KwaMashu, Umlazi, and Edendale. At Edendale The Natal Witness reported that schools were being disturbed due to problems within the schools and also due to political problems affecting the schools and the community at large (17). Despite the denial by the KwaZulu Minister of Education and Culture that pupils were opposed to the payment of fees and the school system as it was, numerous disturbances and boycotts in the township schools, in many parts of KwaZulu, continued.

Attempts by the National Education Crisis Committee in March 1986, to mobilise pupils, teachers and parents, also fuelled trouble in KwaZulu schools. The National Education Crisis Committee convened its first Conference in Natal at Pioneer Hall in Durban, to address the issue of turmoil affecting schools, both under the Department of Education and Culture, KwaZulu and the Department of Education and Training. This meeting was allegedly broken up by people believed to be Inkatha supporters.

School boycotts, which had been rife in KwaMashu before the Conference, were prolonged, despite the call for a return to the classroom. Pupils claimed that they feared reprisal from Inkatha supporters, after the attack that had occurred at the National Crisis Committee Conference.

In April 1986 violence continued in KwaMashu schools after a student leader, who was a pupil at a high school, was abducted and killed by a group of armed men. Houses and cars were set on fire and a secondary school principal was saved by a pupil, when a group of pupils stoned his car and attacked him. (18).

In May 1986 clashes broke out once again between the KwaMashu township's youth including pupils and armed men commonly known as "Amabutho" (Inkatha members deployed in and around schools to suppress

unrest), who were strongly opposed to any kind of pupil boycott.

Commenting on the continuing violence in the townships, The Daily News stated that for many people the root causes of the trouble lay buried in the smoke and dust of violence that had clouded the townships since the murder of Mrs Mxenge. According to The Daily News, "the issue moved from Mrs Mxenge's unsolved murder to the demands for equal education, free books including stationery and the scrapping of the school fees." (19)

The declaration of the National State of Emergency on 12 June 1986, as an attempt by the State to suppress unrest, was followed by the detention of many student activists. This was followed by general chaos in all KwaZulu urban schools.

Emergency regulations were used to prevent the media from reporting anything about the disturbances, except information officially permitted by the State's Bureau of Information. Consequently most of the incidents of unrest, which occurred during the latter part of 1986, were never reported.

### 3.5 THE PERIOD 1987 - 1989

The year 1987 also started with strife, including cases where pupils even promoted themselves into the next class without officially being promoted or being able to meet the criteria for promotion. In some schools pupils, who had failed the previous year's school examinations, refused to come back and repeat the year. Instead they demanded that teachers register them in the higher class for which they had failed to gain promotion.

Describing this self promotion in some KwaZulu urban schools the Natal Witness wrote :

" ... the action ... is just one of a number of signs of

simmering dissatisfaction on the part of the pupils..." (20)

In March 1987 the murder of seven school boys sparked school boycotts in KwaMashu. Interviewed by The Natal Mercury, one principal reported that pupils were scared to come to school in case of further attacks by people he described as "Amabutho" (warriors), who were opposed to boycott actions in KwaZulu schools.

It was also during this period that a principal of a school in KwaMashu was allegedly assaulted by the same "warriors" for having dismissed pupils early. In May 1987 a massive stay-away, organised jointly by the Congress of South African Trade Union (COSATU) and the United Democratic Front, to protest against the White elections, resulted in schools again being disrupted and again, no effective teaching and learning took place.

There were reports of trouble throughout May and June 1987, in Pietermaritzburg and in the Durban townships. On 12 June 1987 the State of Emergency was renewed. The United Democratic Front called for two weeks of national protest because of the State of Emergency. This protest also included commemoration of both June 16 as Soweto Day and of Sharpsville Day. Again schools were in turmoil and incidents of unrest were reported in Umlazi, KwaMashu, Clermont, KwaMakhutha and in the Pietermaritzburg townships. In September and October 1987 violence escalated in Pietermaritzburg, after a pupil was killed and a teacher assaulted.

Many pupils in the greater Pietermaritzburg area were forced to stayaway from school for fear of being attacked at school. The comment by one of the teachers given in the extract below, clearly captures the situation then prevailing in schools :

" ... the crisis was not in the schools, but that the

situation had become too dangerous for pupils to attend." (21)

The situation described above depicts a scenario in which no effective teaching and learning could take place. It is no wonder that so many pupils and teachers fled from the schools.

Commenting on the disruptions that occurred in KwaZulu schools Mr Zimu, then Secretary of the Department of Education and Culture, KwaZulu asserted that "education in KwaZulu was suffering its worst years".

He further pointed out that :

" ... disruptive elements took the form of groups of people numbering 20 individuals or more, who arrive at a particular school and threaten everyone from the principal down". (22)

Throughout 1988 the situation remained tense with reports of political rivalry spreading in KwaZulu schools, particularly in areas around Pietermaritzburg. In Pietermaritzburg some schools reported an increase of up to 80% absenteeism, as many pupils and teachers were forced to stay away from school to protect their homes, vandalism and crime in the townships being rife during this period. Frequently houses, whose occupants were either at work or at school, were broken into and property in these houses either stolen or destroyed.

The effect of violence on the high rate of absenteeism in schools is further evidenced in a study, conducted by Gultig and Hart, in which the majority of respondents cited violence as the reason for the decrease in school numbers. (23)

In May 1988 tension mounted in KwaMashu schools, following an incident in which two school boys were killed on school premises during school hours. Classes were temporarily disturbed, as many pupils feared going to school.

In an attempt to combat school unrest, the Department of Education and Culture, KwaZulu introduced the formation of Education Liaison Committees (E.L.C.s) in those circuits, which were regarded as particularly troublesome.

Among the members of these committees were representatives from the KwaZulu Legislative Assembly (K.L.A.), Inkatha leaders, chairmen of school committees, school inspectors, principals, KwaZulu police, local magistrates and township leaders. The aims of these committees were described as the maintenance of peace, law and order in schools, ensuring that schooling was not disrupted, and that school property, pupils and teachers were protected against violence. The formation of these committees did very little to dampen down the strife in schools or protect pupils and teachers from harm.

In 1989, at the start of the KwaZulu school year, severe disturbances in the Edendale and KwaMashu circuits occurred, when there were reports of hundreds of pupils being turned away because of lack of space and shortage of facilities.

In February a secondary school in Clermont was severely disrupted for almost two weeks, following the killing of two boys at school. It was also at the beginning of 1989 that a principal of a secondary school was killed in KwaMashu by people, who tried to intimidate him into admitting pupils, despite the fact that his school was already full. Following the murder of this principal, hundreds of pupils lost another school year as this school was closed indefinitely by the Department of Education, KwaZulu.



### 3.6 THE PERIOD 1990 AND 1991

Disturbances in schools continued in 1990. In some areas principals and teachers were forced to admit pupils in schools, that were already overcrowded. This overcrowding resulted in a shortage of textbooks and stationery. Thus effective teaching could not occur and pupils continued to demand an immediate supply of books and stationery.

In describing the situation in KwaZulu schools,

Mr Zimu, said :

" There has been a deliberate and malicious campaign to destabilise schools and learning process in KwaZulu". (24)

The intensification of the confrontation between supporters of Inkatha and the African National Congress, also adversely affected the situation in schools. In 1990 the number of pupils displaced by violence increased enormously. These "displaced pupils" moved from school to school pleading for admission. Soobrayen cites the Natal Mercury 18 June 1990, which reported that schooling of more than 1,5 million black students in Natal had been disrupted as a result of violence. (25).

In Pietermaritzburg many schools were closed. Teachers and pupils were forced to leave the schools because of violence. It was reported that, even in those schools that were not closed, as tension mounted, very few pupils and teachers attended.

In 1991 pupils in KwaMashu told principals to leave schools and only return when their demands for the supply of textbooks and other facilities were met by the Department of Education and Culture, KwaZulu. The result was that most schools in KwaMashu did not function during this period, as principals

were not in their schools.

Violence, which affected schools particularly in 1991, was primarily caused by the confrontation between the supporters of Inkatha and the African National Congress. In an attempt to end the strife in 1991 schools in Clermont and Edendale, which were administered by KwaZulu, were transferred to the Department of Education and Training.

The general feeling of communities in Clermont and Edendale was that the transfer of schools to the DET would help to reduce the turmoil in the schools, because this transfer would prevent Inkatha from asserting its control over the schools.

The disruptive forces in KwaZulu urban schools led to a special campaign, by the Department of Education and Culture, KwaZulu to concentrate on the development of education in rural areas, justifying it because of the high degree of vandalism, which prevailed in KwaZulu urban schools. School buildings had been destroyed, school property stolen and the general culture of teaching and learning was at its lowest ebb in urban schools. No wonder that the Department of Education and Culture, KwaZulu turned its attention elsewhere, namely to rural schools.

The fact that rural black schools had for a long time been neglected, also justified this special campaign. The tremendous support that Inkatha received in rural schools may also have been the cause of this new direction. This view was re-affirmed by the KwaZulu Minister of Education and Culture, Mr Mtshali, when he stated that "... expenditure of government funds is justified for a variety of reasons ... rural communities place a high premium on schooling and they uphold our cultural norms of behaviour and respect for public property". (26)

### 3.7 CONCLUSION

The problem of unrest in schools and in societies, in general, is a very complex matter. To try and find quick solutions to this problem may result in over simplifying a highly complex matter. All that has been attempted, in this Chapter, is a description of some of the events of the fateful years between 1984 and 1991.

### 3.8 SUMMARY

In this Chapter we have examined the concept of "unrest", an understanding of which is necessary for insight into the turbulent environment, which forms the theme of this dissertation. It has been noted that the causes of unrest can be divided into internal and external factors. In an attempt to outline the precarious position in which principals of urban secondary schools were placed, the chronology of events marking school unrest from 1984 to 1991 was given.

In Chapter Four the two concepts "position" and "authority" will be examined. The focus of attention will then shift to the authority structure in KwaZulu secondary schools. Thereafter, the traditional roles and responsibilities of the principals will be discussed. Finally some challenges facing the principals during the period 1984 - 1991 will be highlighted.

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## **CHAPTER FOUR**

### **THE POSITION AND AUTHORITY OF THE PRINCIPAL DURING THE PERIOD 1984 - 1991**

#### 4.1 INTRODUCTION

It is by virtue of the position they occupy that principals have authority within the school. Everyone looks upon the principal as a figure of authority whose leadership, administration and management must be designed to maintain harmony and stability. It is interesting to note how, because of unrest in schools, the two concepts "position" and "authority" can no longer be automatically reconciled. It became clear during incidents of school disturbance that, although principals continued in their positions as heads, they had almost no authority to suppress the unrest that threatened the normal functioning of their schools.

The elucidation of the two concepts, "position" and "authority" is imperative if we are to examine the effect of school unrest on the traditional role of the school principal.

##### 4.1.1 Position

The principal is seen as occupying the key position within the school, hence the name headmaster. He occupies the leading position in the school. "Position", according to the Oxford English Dictionary, also refers to the situation, which one, metaphorically, occupies in relation to others.

In the Department of Education and Culture, KwaZulu principals are appointed to the positions they occupy by the Minister of Education.

Department of Education and Culture Guide for Principals of Schools states that the principal :

"... has been appointed because of the devotion and competence with which he performed his duties as a teacher". (1)

This implies that principalship is a position of office, which can be attained through satisfying required criteria, which are regarded as necessary for the position. This careful selection of principals is imperative because they occupy a position of trust.

The key position that a principal occupies makes him responsible for everything in his school. Department of Education and Culture Guide for Principals of Schools stresses that :

"The responsibility for anything that happens in his school can never be taken away from the Principal". (2)

As with all other authority structures that prevail in society, for example in families, churches, government and business structures, principals also occupy leading positions in their schools.

The importance assigned to the position of principals does not imply autocracy. For principals to enhance their positions they should work in co-operation with all parties, engaged in education.



Principals are also seen to be occupying boundary positions between their schools and the surrounding environment. It is through principals that all external parties have to gain "access" to the school. Watson explains that those who have responsibility for management in institutions have to discharge their duties in the light of, not only their own preferences and the situations they find within their organisations, but with reference to the context of their institutions. (3)

#### 4.1.2 Authority

There is always a need for authority in a school. Order must prevail so that effective teaching may occur. Authority is inherently connected with the position of the principal. In exercising this authority, the principal is guided by departmental regulations and rules. The principal has legitimate authority, which can be lost the moment he steps out of his position. The authority relationship is a basic feature of life in a school because it provides the basis for legitimate organisational control of teachers and pupils.

According to Weber three types of legitimate authority can be distinguished :

(a) Legal Authority - refers to a right to command or act and have jurisdiction. Its legitimacy is by law and obedience to it is owed, not to the individual, but to a set of impersonal principles;

(b) Traditional Authority - refers to authority which is legitimated by the sanctity of traditions.

This authority tends to perpetuate the existing social order, since the status quo is conceived to be sacred and

inviolable. Obedience is owed to the traditionally sanctioned position of authority and the person who occupies the position inherits the authority established by custom;

- (c) Charismatic Authority - this kind of authority rests on devotion to an individual, who is a leader by virtue of personal trust in him and his exemplary qualities. (4)

The principal has legal authority within the school. He is also seen as the representative of the authority of his institution. It is not surprising therefore that principals never escape any form of challenges directed against the authority of the school.

#### 4.2 The Authority structure of the KwaZulu secondary schools

The usual authority structure of school principals, assisted by deputy school principals, heads of departments, senior teachers and assistant teachers (with special duties) has been adopted by the Department of Education and Culture, KwaZulu. The post of deputy principal was only established in 1990 in KwaZulu secondary schools. As a result most secondary schools still do not have deputy principals.

The tasks of head of department, in most schools, are onerous as, frequently, heads of department act as deputy principals. In schools where the posts of deputy principal and heads of departments do not exist, principals rely on senior assistants, who are often appointed by the principals to act as their right hand men. Teachers have authority in their classrooms. Prefects are elected by teachers and have limited authority over pupils.

The KwaZulu Education Act 7 of 1978, as amended in the KwaZulu Government Notice No. 830 of 1988, also makes provision for the appointment, in respect of each school, of a school committee and school

fund committee, so as to afford members of the community a say in the management of the school. The school committee is an important channel through which the principal works. Members of the school committee may, when necessary, visit the schools within their jurisdiction. They may however not interfere in professional matters. A school fund committee consists of the following members :

- the principal as chairman;
- the vice principal;
- one teacher who acts as secretary;
- one other person, (not a serving teacher) nominated by the Secretary of Education and Culture, KwaZulu. (5)

#### 4.3 The traditional roles and responsibilities of principals in KwaZulu secondary schools

An analysis of the position and authority of the principal calls for an understanding of the role he is expected to play within the school. A clear understanding of the role of the principal in the education system is crucial. The writer does not infer that the role of the principal is the only, or even the predominant, factor in achieving the objectives of the school, but the principal is a highly significant factor and merits attention.

Once a principal has been appointed to his position and legal authority has been assumed by him, he is faced with the role of actually carrying out all the responsibilities, duties and tasks assigned to him. Certain aspects of a principal's role are inherent in his very position and authority within the school.

Since this Section is intended to explore the role that principals play in promoting education, a closer look at what is meant by the term "role" is appropriate.

Ribbins, in Glatter et al, argues that :

"... a role is more than just a position in a structure, it is the behaviour associated with it which those in other positions expect the role incumbent to engage in". (6)

As the head of the school the principal is concerned with its stability and smooth running. Moreover he bears accountability for his actions in respect of his school. There is no doubt that the principal holds the key position in the school. It is because of this key position that the principal is held responsible for everything that happens in his school. Jennings, supports this view when she asserts that :

"This is why the head is normally always taken as being in authority over his staff because he is responsible for what he does and for what they do, and because no one can be held responsible for anything that they do not control". (7)

Roles and responsibilities are primarily determined by the aims and the objectives of the school, which are made explicit when one looks at the achievements of an individual school. This is sensible in view of the differences between schools, their different situations and the differences between the individual qualities which heads bring to their tasks and also their staffs' strengths. Jennings also supports this view when she argues :

"A head's role is certainly not defined by drawing up a list of functions, of jobs in the school, and then saying that any head must do all those and, and that they constitute leadership". (8)

Although the head's role cannot be defined precisely and curricula differ from school to school, there seems to be four main areas of responsibility which are

regularly emphasized in the current Department of Education and Culture Guide for Principals of Schools. These areas of responsibility arise directly from a principals' formal position and authority. They are as follows :

- academic role;
- administration and management;
- pastoral role;
- professional development role;

#### 4.3.1 The Academic role of the Principal

Department of Education and Culture Guide for Principals of Schools maintains that it is essential for the principal to engage in some teaching, so that he remains in contact with pupils, in order that he should always know how they are progressing, what study problems they are experiencing and what methods and approaches will give the best results. The Guide further maintains that his staff will benefit from his competent teaching performance. The above view is supported by Maboea who argues :

".. the more the Principal is attached to curricular issues and becomes more involved, the better he will be able to give pedagogical advice and counsel to members of his teaching staff". (9)

Whatever else the role of the principal may be, his role as an educator remains central. He cannot avoid, in any good conscience, involvement with teachers and pupils in the process of teaching and learning.

There is however a view that a principal, if he is heavily weighed down by teaching duties, may be ineffective in other areas. His

administrative and management duties may suffer. For this reason, the current Department of Education and Culture Guide for Principals of Schools has laid down that the number of lesson periods that a principal may teach is determined by the nature and the size of the school.

The minimum number of teaching periods that the Principal of a post-primary school must take is as follows :

Table 11

Pupil Enrolment	Number of Teaching Periods per week
0 - 99	14
100 - 199	12
200 - 299	10
300 - +	8 (10)

#### 4.3.2 The Management role of the Principal

The many definitions of educational management which have been offered by various writers, endorse the view that management involves "getting things done through other people". By virtue of his appointment, the principal is placed at the head of his school. He is also responsible for everything that happens in the school. The principal is regarded as the manager, the administrator and also the leader of his school.

Management constitutes one of the main components of the principals' role. The fact that he is responsible for all the actions of members of his staff, as well as what he does himself, has been emphasized by numerous writers.

Thus Jennings points out :

" A part of it is simply a management function - how he knows what's going on especially in a school of any size and what standards are being observed, and by whom. Much more it is his understanding of people, first in assessing a man's or woman's qualities, temperament and capacities, their strengths or otherwise, and deciding what particular thing they would be good at and getting it right; who will work with whom".

(11)

The above view suggests that management involves working with people and resources as they are, and putting them together for the attainment of the desired goals.

A successful manager looks for ways in which the interests and abilities of each individual can contribute towards the attainment of the desired goals.

As a manager of the school the principal is responsible for implementing all measures necessary for ensuring the effective functioning of all activities connected with teaching. Some of the managerial activities the principal is required to carry out are identified below :

- To identify the aims and objectives of the school.  
Setting aims and objectives is fundamental to any management plan. These aims and objectives are set on the basis of identified needs, the nature of the school's community and the school's beliefs and values. They are an outcome of a shared vision.

- Determining the school policy  
Policy determination is necessary to guide the overall development of the school curriculum.  
Policies serve as the basis for programmes within the school. They consist of objectives to be achieved and annual school plans are prepared as outcomes of policies and priorities.
- Curriculum Planning  
Curriculum planning is an outcome of the needs, goals, policies, and priorities already established. Planning the curriculum involves two key aspects. Firstly, it involves designing the curriculum or preparing the course through which objectives can be achieved. Secondly, curriculum planning is organising how to deliver the learning programmes to pupils.
- Resource Provision  
Management also involves identifying the resources, both human and material, required and available to carry out the task. It is acknowledged that it is not possible to know the exact resources available when planning takes place. It is, therefore, necessary to work on predicted resources as a guide.
- Controlling and Directing of all activities  
The principal has to ensure that all the planned programmes are implemented. The principal organises and co-ordinates activities in the school.
- Evaluation and Review  
Evaluation and review also constitute an important component of the principal's management task. The purpose of evaluation and review is to investigate the effectiveness and efficiency of all planned school activities and programmes with a view to effecting improvements, and in so doing, enhancing the quality of



education provided.

For the school head to be able to carry-out these tasks, there must be well developed routines, policies and procedures which are the best techniques for effective and efficient management.

The following are some of the major administrative tasks that are clearly laid down in the KwaZulu Government Gazette and also in the Department of Education and Culture Guide for Principals of Schools :

- admission of pupils in schools;
- preparation of school policy;
- allocation of pupils to classes;
- the production of the time-table for the year;
- requisitioning;
- stock-taking;
- maintaining good discipline;
- communication with parents, educational authorities and pupils. (12)

In the absence of senior posts in many schools in KwaZulu, most of these administrative tasks still remain the sole responsibility of the principal. As an administrator, the principal has the responsibility of seeing to it that the established procedures and structures help the school achieve its objectives. It is also his responsibility to make sure that the school has adequate equipment and facilities. He is also responsible for the maintenance of school discipline. He is accountable for the school finances and, very importantly too, he must establish good school-community relationships.

The administrative task of the principal is very comprehensive.

In order to cope with this comprehensive task, the principal is required to delegate more and more of his duties to members of his staff. When the principal entrusts duties to members of his staff, he shows that he has confidence in those teachers. Teachers also benefit from his delegation of tasks because it is one way of familiarising them with different aspects of school administration and control. Through delegation the principal involves subordinates in the daily running of the school. It must however be borne in mind that delegation does not mean abrogation of responsibility. The principal remains accountable for everything that happens in his school.

As a leader his task is to encourage the feeling of belonging to a team, of mutual support and co-operation. In a school system a leader is the principal, who occupies the formal leadership position, and his followers include pupils, teachers, parents and even the community. Seen in this light leadership is all pervasive and important to the effective functioning of schools.

The successful leader supports his followers and make them feel of value. Leadership and caring for people are complementary activities. The needs and the values of the teachers should be integrated with the needs and values of the school. (13)

As an academic leader the principal sees the tone and quality of the school. Arnold and Feldman say :

"Leadership essentially involves one person (the leader) consciously trying to get other people (the followers) to do something that he or she wants them to do." (14).

The principal should have his expectations merged with the expectations of his pupils and staff. His success as a leader depends on his ability to persuade the pupils and staff to carry out their assigned activities.

It is therefore imperative that the principal should be someone who understands and appreciates the culture, traditions and socio-political patterns of the people, both of the teachers and students, he is leading. For the principal to be successful he must be part and parcel of the situation.

Musaazi argues that:

"... a leader can be described as one who knows the way, shows the way and goes the way". (15)

Principals in their formal position of leadership can exhibit distinctive behaviour patterns. This is commonly known as leadership style.

The leadership style of the principal has a far reaching effect on the organisational climate and professional well-being of his staff. If the leadership style of the principal is unacceptable either to the teachers or to pupils and even the community, a very unpleasant atmosphere in the school is likely to be created.

Educationists distinguish between two extremes of leadership styles, i.e. the task-oriented and the people-oriented style of leadership. Leadership styles are further categorised as being either charismatic, autocratic, democratic or laissez-faire. The democratic style of leadership is the one that is now commonly advocated for principals. The principal has to consult with

teachers, pupils and parents on matters affecting them.

#### 4.3.3 The Pastoral role of the Principal

Best et al argue that pastoral care can be regarded as an umbrella concept under which guidance and counselling are subsumed. The pastoral role of the principal is in line with the idea of the principal as the father figure of the school. This concept of pastoral concern is an important consideration within the context of schools, when teachers detect that pupils may lack a sense of belonging. In essence pastoral care refers to organising the care and guidance of the individual pupil, the teacher and even of parents. (16)

Demonstrating concern for pupils, staff and even parents constitutes an integral part of the principal's role. Pastoral care is important, particularly for principals, because it also addresses disciplinary problems and contributes positively to the smooth running of the school. It is the role of the principal to establish close ties with pupils, parents and teachers and to build a relationship of trust and mutual respect.

Pupils in turn should be encouraged to approach the principal whenever they have a problem. The principal has to create conditions where there is adequate mutual understanding. He should be in a good position to observe his pupil's behaviour patterns, to detect any form of risk and to anticipate difficulties, rather than letting them reach a stage of crisis. The pastoral role of the principal is clearly illustrated by Hamblin when he argues:

"It is essential to make a realistic assessment of the pupil's needs and the reason for his

behaviour, develop a long term programme of guidance which anticipates situations, and foster a team effort which is carefully co-ordinated and controlled". (17)

#### 4.3.4 The Professional Development role of the Principal

In the light of all the challenges that have plagued Black education from the 1970's to the 1990's, it is appropriate that support be given to teachers who are faced with the responsibilities and challenges of maintaining the existing education system.

The rapid development of knowledge also requires people to learn afresh at intervals throughout their lives. This has important implications for the role of the principal who has to support the teachers in dealing with the challenges affecting them. Thus professional development is seen as a day to day process for the staff and a regular responsibility of the principal.

The concept "professional development" includes all attempts made by educational leaders including principals, to promote the personal and professional growth of the teaching, as well as the non-teaching, employees of the school. Singh views "professional development of teachers' as the growth of individual teachers throughout their working lives, confidence, the sharpening of their skills, the continuous updating, widening and deepening of their knowledge of subject matter and a heightened awareness of why they are doing whatever it is they are doing in class". (18)

It is the responsibility of the principal to ensure that staff continue to develop in their work.

Hunter and Scheiner, commenting on the importance of professional development, write :

"Working on staff development is an important element in developing an internal consistency within the teaching staff of the school and thus fulfilling part of the head's defined role". (19)

The starting point for development within the school is induction. The principal should set up a programme for introducing new teachers to the school, whether they are probationers or experienced teachers. The head also has an important role in ensuring that teachers learn from one another. Development also takes place outside the school, through in-service activities, conferences, workshops and even visits to other institutions. Any effort by the principal to improve the general teaching effectiveness of individuals within the school forms an integral part of this process, which is seen as a continuous development activity.

#### 4.4 Some of the challenges facing Principals during the Period 1984 to 1991.

Mention has already been made of the turmoil which has arisen over the past ten years in KwaZulu schools, placing principals in a particularly precarious position if we maintain that they are responsible for everything that happens within their schools). Moreover, despite all the protest against the existing education system and all the other external forces that disrupt the normal running of the school, principals are still called upon to run schools in such a way that their educative task is fulfilled.

The effects of the unrest have clearly shown that principals are caught in the crossfire of unrest raging in the home, at school and in the environment. The breakdown of authority is a unique challenge to principals. There are

those pessimists who do not see an easy solution to the crisis in the schools. Thus O'Connell states that :

".. this challenge to principals' authority will continue until pupils and communities can identify with their schools.

Only in a fully democratic South Africa with a single education system, will this crisis of authority, as it now manifests itself, be stilled completely". (20)

In fulfilling their various, and sometimes conflicting tasks, principals have different images in the eyes of different interest groups. Van der Westhuizen and Steyn cite Whetten, who maintains that an organisation operates in an environment of multiple interest groups, which place conflicting demands on the organisation and the head of the organisation. These conflicting demands converge sharply on the school principal, who operates in a boundary-spanning role, that is, between the school and the local community and between the education department and the local community. (21)

The education authorities view principals as people who have substantial knowledge and administrative expertise, and they therefore expect principals to manage the existing system of education. The irony of it is that principals have to manage schools characterised by poor school buildings, overcrowded classrooms, under-qualified, underpaid and overloaded teachers, poor or no educational facilities, such as libraries and laboratories and unsatisfactory amenities for sports and recreation.

On the other hand many pupils and some urban communities view principals as unwelcome state officials controlling and perpetuating the ideology of the state. It is not surprising therefore, as has been indicated in Chapter Three, that some principals are insulted, assaulted, some have their property, such as cars and houses bombed, and others are even killed. Those principals who cannot stand up to the challenge are either promoted to senior posts such as inspector or are transferred to relatively quiet areas. There are even

those who have resigned from the teaching profession.

From the above exposition of the challenges facing principals, it is clear that the perception of principals as representatives of local education authorities, has had the effect of intensifying the already profound crisis in the education system and deteriorating position of principals. This view is further stressed by O' Connell who asserts that :

"... the crisis of authority as experienced in our schools has one root and that is that the highest authority in this country the Government of South Africa is not acknowledged by our pupils. In consequence, every institution, however remotely connected with the state, bears the taint and is similarly challenged. Any person or institution who either works through or acknowledges the government is stained and accused of compromise with authorities". (22)

In 1986 principals were faced with an even greater dilemma when a shift from "school boycotts" to a struggle for People's Education began. Under the influence of the National Education Crisis Committee (N.E.C.C.) this struggle for People's Education involved not only pupils and students, but also progressive teachers and community organisations.

Many teachers identified themselves with pupil's demands and challenged the Department of Education and Culture, KwaZulu. Because progressive teacher organisations, such as the Natal Education Union of South Africa (N.E.U.S.A.), National Education Health Allied Workers' Union (N.E.H.A.W.U.) and even the South African Democratic Teachers Union (S.A.D.T.U.) had been rejected by the Department of Education and Culture, KwaZulu any attempts by these organisations to recruit and organise within schools had to be opposed by principals. Instead principals were required to urge teachers to join the Natal Teachers' Union (N.A.T.U.), which was acceptable to the Department of Education and Culture, KwaZulu. As many



principals sympathised with the politics of NEUSA and SADTU or the right of individuals to choose their own affiliations, this put the principals in a difficult position.

The dilemma facing principals was further compounded by the demands made on the schools to have time, in the school day, for studying alternative learning material made available through students representative councils (S.R.C.'s) and progressive organisations.

Not surprisingly, the authority of the principal, who tried to prevent the teaching of alternative material, was completely undermined. In their boundary-spanning role and also in their positions of being at a contact point with the community, principals became the target of community abuse, and their lives and property were further endangered. (23)

The Department of Education and Culture, KwaZulu in 1978 introduced a pro Inkatha syllabus, called "UBUNTU BOTHO", in all schools under its jurisdiction and principals had to ensure that this subject was included in the schools' time-tables and that it was taught.

Bhengu correctly argues :

""UBUNTU BOTHO" syllabus and imposition on the teachers to join Inkatha sowed seeds of conflict in the KwaZulu schools, which was later to erupt and render the schools a major site of the struggle against the KwaZulu Government in particular and apartheid in general". (24)

Most teachers and pupils, particularly in urban secondary schools, openly rejected "UBUNTO BOTHO". Again the principal was the man in the middle. It is clear from the above discussion that increasing attention always focused on the principal as the man on the scene bearing all the administrative responsibility and blame for imposing orders from above, that is the

Department of Education and Culture, KwaZulu.

The question of communication between pupils and principals and pupils and educational authorities, is still a major issue in KwaZulu schools. Pupils insist on the election of student representative councils (S.R.C.) in the schools to replace the system of prefects and monitors. Pupils feel since prefects and monitors are appointed by teachers, they represent the interests of the teachers, and not of the pupils. Educational authorities, initially, actually rejected S.R.C.s, claiming that student representative councils would become "platforms for political agitators".

One of the major roles of the principal, around which much contention was centred, involved admission of pupils in schools. The KwaZulu Education Act no 7 of 1978 clearly outlines requirements for admission.

However these regulations were ignored in places like KwaMashu, Clermont, KwaMakhutha and Edendale as principals were forced to admit pupils without documentary proofs of eligibility for admission, such as school reports.

As a result class sizes of up to eighty pupils for both primary and secondary schools were found. These high enrolment figures were also caused by the Government's failure to build schools in keeping with population growth. The migration of pupils from unrest areas, where schooling was disrupted, to relatively peaceful or stable places also contributed to the high enrolment figures in schools.

The issue of school fees provoked unrest in most KwaZulu urban and peri-urban schools. Pupils refused to pay school fees and in those schools where fees had already been paid pupils demanded that these be refunded by principals.

Their refusal to pay school fees was also in keeping with the demand for free

education. The school fee issue further compounded challenges faced by principals, who found it virtually impossible to run their schools without these school fees: essential school requirements, which had hitherto been met out of these school fees, could no longer be afforded.

In 1989 a demand for a common school uniform arose. Those pupils, who did not heed the call for a single black and white school uniform, had their uniforms torn by those who claimed to belong to progressive organisations. Principals, who insisted on pupils' wearing their school colours, were seen as supporting Inkatha policy. Inkatha policy was not very popular amongst many urban secondary school pupils. Some principals were even physically attacked because of the uniform issue.

#### 4.5 CONCLUSION

It has been indicated in this Chapter that although many principals remained in their positions as heads of schools, their freedom to exercise authority and to execute their traditional roles and responsibilities was constantly challenged. As a result effective school management was frequently impossible.

#### 4.6 SUMMARY

In this Chapter an exposition of the two concepts "position" and "authority", as they relate to principals, was given. An attempt has also been made to show how the two terms "position" and "authority" cannot be automatically reconciled in school management today because, for a number of years, unrest in KwaZulu schools has eroded the authority of the principal. A brief analysis of the traditional roles and responsibilities, that every principal is required to fulfil, has also been given.

This Chapter concluded by outlining the challenges encountered by principals of urban secondary schools belonging to the Department of

Education and Culture, KwaZulu.

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## CHAPTER FIVE

### GENERAL OVERVIEW AND RECOMMENDATIONS

#### 5.1 Introduction

The decision to explore aspects relating to the management of urban secondary schools in a turbulent environment was based, not only on an academic interest in the position of principals in unrest-related areas, but also on the personal concern of the writer, as a principal of an urban secondary school which is located in an environment characterised by many upheavals.

Up to this stage the study has examined the system of education in KwaZulu, the conditions under which principals of urban secondary schools manage their schools and the events and conditions, which hinder principals from carrying out their traditional roles and responsibilities effectively. The study therefore is meant to expose what could be regarded as real barriers to effective management. The final Chapter of this study contains some recommendations arising out of the study.

#### 5.2 Overview of the Study

The most frequently pronounced view that the responsibility for everything that occurs within the school cannot be taken away from the principals, places the principals in a difficult position when one considers the nature of the schools they manage, which are characterised by :

- limited resources;
- the unrest situation;
- highly politicised communities, teachers, pupils and parents;
- divergent and conflicting views about discipline and curriculum ;
- hooligans, thugs, and criminals, posing as members of political groups



and infiltrating the schools.

Evidence of the current appalling conditions in which principals are required to manage schools was reviewed in Chapters 2, 3 and 4. In Chapter 2, a detailed analysis of the KwaZulu system of education was presented: the general administration of schools in this Department, as well as a global picture of the Department of Education and Culture, KwaZulu school structure, the total number of schools and their types. For a better understanding of the present crisis in education, the writer deemed it proper to give a general overview of the school system in KwaZulu for the years 1976 to 1983. Since the focus of this study is predominantly on the principal's management, the position and authority of the principal, during the period 1976 to 1991, were also highlighted.

One can argue that as long as the legitimacy of the KwaZulu Education System remains questionable to both the communities and the pupils it serves, unrest in schools, under this Department, will never be eliminated and therefore principals will always remain deprived of the opportunity to manage their schools effectively. But it is also doubtful whether the replacement of the KwaZulu Education System will, of itself, ensure an immediate return to stability in the schools.

The writer does believe, however, in view of his personal experience of attempting to manage a school in a turbulent environment, that there are effective ways of running schools, even in times of unrest, an unrest which may continue for some time.

### 5.3 Recommendations

Following findings from the research, the following recommendations are ventured. These recommendations are concerned in particular with the position and authority of the principal and his role in managing a school in a turbulent environment. The role of parents, communities, principals, teachers, pupils and the Department of Education and Culture, KwaZulu is also strongly

emphasized. Some general recommendations will be made. It is hoped that these recommendations will be of assistance to those who are presently engaged in school management, those who are potential school managers and also to policy makers in the Department of Education and Culture, KwaZulu.

### 5.3.1. Single Ministry of Education

Dhlomo argues that :

"One of the many legacies of apartheid is the administrative nightmare it created by enforcing fragmented and unco-ordinated control of essential social and other services in our country. Each time we contemplate a national strategy to tackle any issue, be it health, education, agriculture, violence, housing, we are immediately confronted by this granite wall of fragmented control". (1)

The very existence of fourteen education departments for Blacks in South Africa bears testimony to the fact that education is based on ethnic and other political considerations, rather than purely academic considerations.

It should be pointed out that the major cause of upheaval in schools is the existing variations in the educational system in South Africa. These are in :

- administrative regulations;
- conditions of enrolment for pupils;
- conditions of service for staff (including salary and recognition of qualifications);
- provision of resources for schools (including textbook and school furniture);

- per capita expenditure on pupils by the state.

The creation of these fourteen education departments is regarded by the majority of pupils and parents as being consistent with the policy of apartheid.

The writer wishes to endorse the recommendation of the 1981 Report of the Main Committee of the H.S.R.C. Investigation into Education. The De Lange Report provided a significant step in the direction of educational management and reform in South Africa by its recommendations, which may help to satisfy two of the major requisites for legitimacy for Black schools :

- equal opportunity and equal quality and standard;
- the provision of education that is relevant to the changing educational needs and aspirations of people in our country.

This Report recommended that :

"... a single ministry of education be created to effectively meet the need for a national education policy aimed at "equal opportunity" and "equal quality and standards" and relevance to the changing educational needs of the R.S.A.". (2)

This single ministry should have a single education department with decentralised administrative control over day to day matters in education. In keeping with the above recommendation, political, social and economic adjustments will also have to be addressed. In order that pupils benefit from "equal standards" and "equal opportunities", socio-political and economic problems such as starvation, homelessness, unrest, and unemployment, to name a few, will have to be dealt with.

At present, the exclusion of Black people from Parliament has greatly affected educational adjustments, so part of the political adjustment, which is integrated into this recommendation, relates to the representation of Blacks in Parliament, providing them with a voice in the matters affecting national education. Stability in education will never be achieved until the question of legitimacy, in the system of education which has made Black education the focus of so much attention, still remains unsolved.

### 5.3.2 Integration of schools into their Communities

Since education is the process of preparing individuals to meet the requirements of their existence as members of their environment, the integration of schools into their communities should be the basic responsibility of principals. Schools are part of the social, economic and political structure of every community. Therefore acceptance by, and integration into, their communities is essential. A recommendation arising out of the above discussion is that pupils and their teachers ought to become involved in the actual activities of their local community. The results could be that a sense of ownership of schools by local communities might be inculcated and some of the problems experienced by principals, such as vandalism, arson, wanton destruction of toilet facilities, theft and assaults, of both pupils and teachers, could perhaps be avoided.

Any planning done for a school should be based on a comprehensive community assessment. As the school is part of its surrounding environment, recognition must be given to the norms values and attitudes of the community, from which its pupils are drawn. Moreover, this assessment of the community should be done, on an ongoing basis, by principals. Principals should make a particular effort to avoid any confrontation with the community: for example, important dates such as June 16, Sharpsville Day and Workers' Day, which are not

official holidays, should never be overlooked when drawing up the year plan for the school.

It needs to be pointed out that most of the schools studied by the writer are community schools. According to Makete the characteristics that a school must possess to be justifiably called a community school are the following :

- a) The community school should be a pedagogical centre  
The community school is expected to educate students, teachers as well as members of the community so that they should be independent, critical and responsible citizens ready to exercise their rights and duties as members of society.
  
- b) The community school should make its facilities available to its community  
The school should reach out to the community but the community should also be brought into school, for example, through Parents' Day, Speech and Prize Giving Day, drama presentations, school concerts, school exhibitions and shows. Permission should also be given to use the school as a venue for meetings, dances, church or even political gatherings.
  
- c) The community school should improve the quality of living of the people  
Schooling should not only be confined to the four walls of the classroom. Pupils should be afforded the opportunity to go into the community. They should understand its problems, needs and aspirations. The involvement of teachers and their pupils in community projects such as "Operation Clean Up", fund raising campaigns, nature conservation, helping the aged, the destitute and mentally ill are examples of how a school can contribute towards improving the quality of life of the community.

- d) The community school should uphold and cherish the philosophy of life of the community

The community school should co-operate with other community agencies, such as, church, social welfare, health organisations, and many other community organisations and in so doing follow the mores and values of the community.

- e) The community school should serve as a synthesizer

The school should tie different values together into an understandable whole. The writer also wishes to point out that communities, because of the shift of population may no longer be homogenous and hence values and norms of different groups have to be accommodated in the school. Also school integration (e.g. Blacks in Indian and White Schools) means a mix of values. In trying to accommodate a heterogenous community in the school, the school itself may help to establish the foundations for greater understanding in the external community.

- f) The community school should promote the upward social mobility of children

Pupils should be encouraged to develop economically, socially and politically. Intra and extra-curricular activities of the school should focus on the development of pupils. (3)

The writer believes that Makete's approach may be used as a guideline to improve relations between the community and the school. Indeed, Makete's suggestions can only be achieved if the principal is interested in the dynamics of the community. It is only through understanding the context of the community that the principal can begin the process of integrating his school into its community. The principal cannot do this single-handedly. He should therefore enlist the help of other agencies, such as heads of departments, teachers, student leaders and school

committees.

It is recommended that principals, together with the entire school, frequently reflect on the events and trends in the community, with the purpose of being fully informed of what is taking place in the community and also for the purpose of anticipating and responding appropriately to the consequences of these events and trends. This means a particular challenge to policy makers, namely that they should be sensitive to the context of a society in political transition, which is by its very nature extremely volatile.

No institution can best serve a society in transition if it is governed by a set of rigid rules. The recommendation to the Department of Education and Culture, KwaZulu is that a school management team should be given as much leeway as possible to respond creatively to any situation in which it may find itself. The entire school management team should be encouraged to share its experiences so that the whole educational community, in a geographical area, may be equipped to deal effectively with educational problems. All sections of the community and a school management team should learn to be mutually supportive of one another.

The following are a few examples of how schools can be integrated into the community :

- holding regular meetings to inform the community of events in the school;
- seeking parental or community advice on selected issues, especially non-curricular issues. It is important however that curricular issues be handled by professional people, who are well versed in matters pertaining to the curriculum;
- teachers running adult literacy projects at school.

### 5.3.3. Community Intervention

One of the challenges facing principals of schools is evolving strategies and the means by which local problems and potential conflicts, affecting the schools, can be resolved jointly by schools' management teams in collaboration with their communities. By so doing a sense of ownership of the schools will be instilled in the communities surrounding schools. This sense of ownership of schools can be encouraged through parents' meetings, community organisations and even through pupils themselves.

Vandalism in many KwaZulu urban schools is evidence of the presence of criminal elements, exploiting the disturbed situation to further their own ends. It is recommended that these criminal elements be dealt with by the communities. The communities around schools should be encouraged to instantly report any damage done to the school property. It can also be helpful to have schools open for other community activities such as adult education, church services, study meetings and social activities.

### 5.3.4 Parental Involvement in Educational matters

In this study an attempt has been made to show that most of the challenges faced by principals do not emanate from the schools. Instead the environment of the school, including the home, impinges on the effective management of the school.

Chubb and Moe further argue that :

"Parents who regularly challenge school priorities, frequently object to tracking policies ... and disagree with personnel decisions can cause real problems for development of a coherent, ambitious, professional



organisation" (4)

Since most of the problems encountered by principals emanate from the environment, a principal who maintains cordial relationships with parents is less likely to have problems. The maximisation of parental involvement in schools can be of assistance towards minimising challenges faced by principals.

The aim of parental involvement should not necessarily be to have parents coming to school to complain, but to promote support and understanding. The responsibility for enlisting parental interest and involvement should be undertaken by the principal. Evidence from research indicates that parents' attitudes to and interest in their children's education are closely associated with school performances. Again, Chubb and Moe argue that :

"Parents who unite behind a school, trust it to do what is best, and support its objectives and programmes in the home can be a real asset to a school that wants to build an effective school organisation". (5)

Parents, who are more supportive and who place a higher value on education, can also affect the school through their influence on children in the home.

The recommendation here is that principals, who want to succeed in their task of managing the schools during this period of educational unrest, should recognise the necessity of getting parents on their side. The writer feels that if parents meet regularly with the principal and teachers and have discussions on matters of common concern, such as reducing the incidence of truancy, methods of curbing drug abuse, methods of handling adolescent problems and selection of subject packages, unrest related problems, that affect both the home and the

school, can be overcome.

#### 5.3.5 Creation of Positive Identity with the School

Getting pupils, their parents and other responsible community members involved in extra-curricula activities is considered to be the best means of achieving positive identification with the school. The principal should ensure that the school develops a good reputation and that those who are involved in its activities, that is pupils, teachers and parents, feel proud of their association with the school. Being proud to be a member of a school encourages commitment and dedication to its goals, as the school's success reflects well on all its members.

The creation of a positive identity requires the principal to analyze those behaviours, values and goals which will bring community respect for school property, pupils, teachers and the principal. Once these behaviours have been identified and analyzed, they should be encouraged and rewarded by the principals. Positive achievements should be shared by all members of the school. Similarly all negative or destructive experiences should also be shared by everyone. Support, co-operation and loyalty can only be built up if all members of the school feel recognised as being an integral part of it.

#### 5.3.6 Reduction in Teacher-Pupil ratio

It was mentioned in Chapter 2 that one of the causes of unrest in schools, is overcrowding. In class sizes of up to eighty pupils teacher-pupil interaction is negatively affected. Attention to individuals becomes impossible. As a result of this overcrowding, discipline in schools deteriorates.

From the writer's experience and also from informal discussions with other teachers, a cause of unrest, particularly in urban schools, is the

high teacher-pupil ratio. Teachers fail to provide individual attention, something which is absolutely essential, in view of the educationally deprived backgrounds of so many of the pupils. In an overcrowded classroom a proper learning atmosphere is very difficult to achieve. Disciplinary problems always exist, as pupils in overcrowded classrooms become more and more restless. Large classes often inhibit the development of healthy teacher-pupil relationships, which are also essential for minimising conflict in school.

A further factor, aggravating overcrowding in schools in urban areas, is the tremendous influx of people, as a result of the rapid rate of urbanisation. Violence, which also causes pupils to migrate to relatively quiet areas, exacerbates this overcrowding. The above factors point to an inevitable cause of unrest in KwaZulu urban schools and the endangered position of principals, who have to refuse some pupils entry into their schools, which may be full.

In view of the above discussion, it is recommended that the Department of Education and Culture, KwaZulu continues building more schools and allocates more teaching posts to schools, so that the teacher-pupils ratio is reduced to 1:30 at most. Any explanation that the Government does not have funds for building and equipping schools is no longer acceptable. Society looks to the Government as a provider of education. Every effort should be made to secure adequate funding to make decent education available for all.

Simultaneously, an attempt should be made to reach out to the communities that are suffering violence, with a view to establishing a climate of peace, reconciliation and tolerance, so that pupils are able to return to schools, which are either under utilised or have been closed completely, because of trouble.

### 5.3.7 Induction of Principals

Induction may be defined as introducing the principal into his position and preparing him to meet its challenges more fully. Ngconggo says the following about induction :

"Principals need assistance to understand and be conversant with cardinal requirements of their rule, so that they are more of actors than reactors" (6)

Casteter in Monahan and Hengst defines induction as :

".... a systematic organisational effort to minimize problems confronting new personnel so that they can contribute maximally to the work of the school while realising personal and position satisfaction" (7)

In the light of the above definitions the writer wishes to point out that running a school today in an atmosphere of discord is an immensely complex process. It requires quite exceptional skills and competence.

It is a fact that newly appointed principals face their first year in a context, not only unfamiliar, but potentially dangerous.

Very few teachers who are appointed to the post of principals have attained all the required skills and competence to discharge their duties effectively. Every effort should therefore be made particularly to train principals to run schools in a turbulent environment.

For the new principal the professional foundation, originally laid at teacher education institutions, should be strengthened and built upon. An induction programme should aim at ensuring that newly appointed principals, suddenly faced with a wide range of responsibilities and new

colleagues and pupils/students, become confident and competent as rapidly as possible. It can be argued that whatever the quality of their previous training, new heads would also benefit from well planned professional support. Induction will therefore help principals to be professionally competent and to remain at ease in their new jobs.

The induction of principals will certainly require the full involvement of newly appointed principals themselves, experienced principals in the area and school inspectors. Experts in the field of management should also be invited to come and share their management expertise and experience.

The need to ensure that the induction programme content is appropriate is very important. The content of an induction programme should consist of aspects concerned with :

- circuit or area policy;
- organisation and organisational development, and this should include a human relations dimension such as interpersonal relations, conflict management, use of social power and legitimate power;
- administrative and professional control, which include aspects such as quantity control, quality control, delegation and co-ordination;
- evaluation of personnel;
- styles of management.

New heads should also be allowed to identify their own particular problems and weaknesses and help should be given to them.

It is further recommended that the Department of Education and Culture, KwaZulu encourages all teachers aspiring to management positions, and even those who are already in management positions, to

enrol for a further Diploma in Educational Management at a technikon or a degree in Education Administration and Management. This theoretical study should help to enhance the practical experience gained on the job.

It is important that induction courses should be area or circuit based and they should aim to address matters of common concern, such as the effect of unrest in a particular area, in the daily management of schools.

The aim of these courses should mainly be in these times of turmoil, to guide principals in devising effective strategies to face unrest-related challenges, which they are likely to encounter in their schools.

The need for a supportive and encouraging environment is essential. Principals must be able to turn to other local principals for support and advice. Inspectors themselves should also be readily available and actively involved in a network of support. Every effort should be made to resolve the sort of problems that can arise for principals at the start of their new duties.

#### 5.3.8 Maintenance of Discipline

This recommendation starts from the premise that the maintenance of discipline is the cornerstone for success and it is one of the principal's most important task. Pupils and teachers come to school from different socio-economic backgrounds and this may cause inter-group hostility, so that conflict becomes endemic in the school. Under these difficult circumstances a principal still has to ensure that discipline is properly maintained in his school. Discipline is that inevitable phenomenon that all organisations including educational institutions, as well as churches, factories and community organisations have to establish and maintain if their goals are to be achieved.

School discipline is, in the writer's opinion, an issue which needs urgent attention in most of the urban secondary schools under the Department of Education and Culture, KwaZulu. Moreover, the school discipline alluded to does not only pertain to the behaviour of pupils, but also teaches and even of principals.

The consequences of poor school discipline are not only the failure of the school to achieve its academic potential, but it is a fact that poorly disciplined schools are easily affected by unrest.

Some of the disciplinary problems which need to be addressed include the following :

- the failure of both pupils and teachers to honour their classroom commitments. The rate of absenteeism by pupils and teachers is very high;
- irresponsible and criminal behaviour by teachers, for example, sexual harassment of pupils;
- an absence of the ethic of service towards pupils and the community. Teachers frequently neglect pupils for their own studies often done during school time;
- principals who are frequently away from their schools. Schools are run from a distance, and this is likely to be a breeding ground for a myriad of problems that will surface in due course.

The maintenance of firm, fair and consistent discipline is essential for effective management of schools. Where permissiveness is allowed disciplinary problems often arise. School rules should be clear and consistently enforced. Consequences for breaking school rules must be communicated to pupils, teachers and parents. Involvement of pupils, teachers and parents in matters pertaining to the formulation of school policy, including discipline, helps to promote mutual trust, respect and unity.

Principals should remember that pupils, teachers and parents possess fundamental human rights, such as freedom of speech and expression, which must be respected. They expect to be treated with respect, care and concern. When a person feels respected and appreciated, his self esteem is likely to be enhanced. This is one way of minimising conflict between principals and their teachers and pupils.

It is further recommended that for serious offences that involve suspension or expulsion, a disciplinary committee from the school be formed. This committee should include student leaders (either from the student representative council or prefects), parents and teachers. This committee may also help assist those principals, whose authority has often been undermined, during unrest situations.

#### 5.3.9 Strengthening of Guidance and Counselling Services in Schools

Basically guidance and counselling is "an enabling process designed to help an individual to come to terms with his life as it is and ultimately to grow to greater maturity through learning to take responsibility and to make decisions for himself". (8)

Proper guidance and counselling may also help to minimise the high failure rate, that was discussed in Chapter 2. Through guidance and counselling pupils may be taught proper study skills and helped to choose correct subject packages.

The role of the principal should therefore be to encourage proper guidance and counselling of pupils and also of teachers and parents towards the realisation and achievement of goals. It is hoped that this type of intervention may help to smooth the emotional, as well as the physical scars, which pupils frequently bear. Looking at the turbulent environment from which pupils come, there is no doubt that many come to school with a stronger sense of vulnerability and pessimistic outlook



on life and what education can do for them. The disintegration of the social fabric of whole urban communities, together with the continuing violent demonstrations by youth and their general defiance of any form of authority, point to the need for proper guidance and counselling in schools.

The urban environment, itself, is far too complex for pupils. In this environment pupils are faced with a wide array of conflicting values and approaches, which they learn from peers and popular leaders at home and at school. Therefore, there is a greater need than ever before for guidance and counselling to help pupils develop a sense of identity and find a solution to some of the problems they encountered in the urban community.

In most KwaZulu schools guidance as a subject is not treated seriously. The guidance period is taken as a free period, or it is used as an additional period to teach examination subjects. Among other observations made by the writer, are that most guidance teachers have not been properly trained and that facilities for presenting school guidance and counselling are inadequate.

It is therefore recommended that the Department of Education and Culture, KwaZulu not be involved in the teaching of other subjects. It is further recommended that all necessary facilities such as guidance offices, text books and syllabuses should be provided and that subject advisors should ensure that guidance, as a subject, is taught properly. Principals should also closely monitor the teaching of guidance in their schools and ensure that guidance teachers work in close co-operation with them.

#### 5.3.10 Impartiality and Toleration in Education Institutions

The writer wishes to recommend that every effort be made to

create a culture of tolerance and impartiality, which will help to minimise unrest in schools. It is hoped that when this climate of tolerance has been established at school, everyone will be free to express his views without any fear of intimidation or attack.

Goowin maintains that:

"... if all individuals are assumed to be of equal worth and dignity, their opinions are also of equal worth and must not be suppressed".(9)

Impartiality also allows for the freedom of speech and association.

Barrow says the following about impartiality :

"Impartiality differs from neutrality in that one may openly espouse a view and yet remain impartial, for impartiality implies only that one follows where the argument leads. An impartial person will change his views if ... the argument leads that way." (10)

Thus education authorities, principals and teachers may have their views and may even freely confess to them, but in terms of the discussion it is not their job to insist that others also espouse them.

Those involved in education should never lose sight of the fact that schools render service to people who belong to a wide variety of political parties, movements and organisations. Parents and pupils have a democratic right to a political party and a school of their own choice, without any fear of intimidation. It is recommended therefore that in order to protect and respect the

rights of parents and pupils to belong to parties of their own choice, the Department of Education and Culture, KwaZulu local education authorities, principals, teachers, parents and pupils should endeavour to practise toleration. Moreover, this attitude should be upheld in all the schools falling under the jurisdiction of the Department of Education and Culture, KwaZulu.

#### 5.4 Conclusion

Continued research and study with regard to management of urban schools is needed in the following areas :

- community psychology;
- parental involvement in education;
- school administration in a changing society;
- conflict management;
- community development, with special reference to educational matters;
- the promotion to management positions in schools.

It seems more important at this time in our history to devote major attention to the study of ways and means of preventing unrest in schools. As we learn more about educational management and its contribution to effective teaching and learning, principals should develop a better understanding of any situation that develops in a school and the means of dealing with it.

#### 5.5 SUMMARY

This Chapter commenced with a general overview of the major observations of this study. The challenges that face the principals in their daily duties of school management were pointed out and a programme suggested for dealing with problems encountered in a turbulent urban environment.

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