

# **School Based Promotions Agony or Ecstasy ?**

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## **Declaration of Originality**

I declare that this dissertation is my own work and that all the sources I have used or quoted have been indicated and acknowledged by means of complete references.

*S. Pillay*

S. Pillay

Durban

January 2005

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Finally, I would like to dedicate this dissertation to the memory of my late father.

## ABSTRACT

This study examined the promotion policy of school-based educators and the manner in which it has been implemented in the Pinetown district of KwaZulu-Natal.

Given the inordinately large number of disputes that have been declared since the inception of this policy in 1997 and the constant adverse publicity it has attracted in the media, the researcher sought to explore whether implementation of the promotion policy is in keeping with national and provincial legislation. Given also that both provincial (Human Resource Management Circulars) and national (Employment of Educators Act 76 of 1998, The South African Schools Act 84 of 1996, The Labour Relations Act 66 of 1995, etc) legislation exist to guide the process, the researcher sought to examine the reasons for the apparent gap between formulation and practice.

Using policy and policy analysis as the theoretical framework, the researcher explored the notion that policy tools model (authority, incentive, capacity, symbolic and learning) could be utilized both to understand and implement this process effectively. Although essentially qualitative in nature, the researcher utilized the survey questionnaire (secondary method) to elicit the views and perceptions of a wider range of role-players to inform the more intensive case study (primary method).

The findings indicate great disillusionment on the part of the educator and parent establishment with a policy whose implementation is fraught with problems. Selectors in attaching personal meanings to the implementation process have deviated from the principles enunciated in the policy. To counter this, the researcher suggests that the policy tools model be utilized to further inform the process and that policy be viewed as an interactive, consultative process i.e. a cyclic model.

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## List of Acronyms

ANC	African National Congress
COSAS	Congress of South African Students
COSATU	Congress of South African Trade Unions
COTEP	Committee on Teacher Education Policy
CUMSA	Curriculum Model for South Africa
DET	Department of Education and Training
DNE	Department of National Education
DOE	Department of Education
EEA	Educators Employment Act 55 of 1998
EEA	Employment and Equity Act 76 of 1998
ELRC	Education Labour Relations Council
EPU	Education Policy Unit
ERS	Educational Renewal Strategy
FOSATU	Federation of South African Trade Unions
HOA	House of Assembly
HOD	House of Delegates
HOR	House of Representatives
HRM	Human Resource Management
IDT	Independent Development Trust
KZNDEC	KwaZulu – Natal Department of Education and Culture
LRA	Labour Relations Act 66 of 1995
NEPTOSA	National Professional Teachers Organization of South Africa
NECC	National Education Crisis Committee
NEPI	National Education Policy Investigation
NGO'S	Non – Governmental Organizations
PAKZN	Parents Association of KwaZulu – Natal
PPN	Post Provisioning Norm (Model)
PRP	Participatory Research Projects
SACCE	South African Council for Early Childhood Education
SACHED	South African Council on Higher Education
SADTU	South African Democratic Teachers Union

SAOU	Suid Afrikaanse Onderwysers Unie
SASA	South African Schools Act 84 of 1996
SEM	Superintendent of Education (Management)
SGB'S	School Governing Bodies
USAID	United States Agency for International Development

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## Chapter One

### 1.1 Introduction

The year 1994 is a watershed year in the history of South African politics for it marked the birth of the miracle democracy that the international community is still agog about. Up to 1990, education was the sole preserve of the Nationalist Party, which had swept to victory in 1948 on its platform of the heinous and draconian policy of apartheid. Under this regime the state exercised a sense of control that was bureaucratically centralized, racially exclusive and politically authoritarian. (Sayed and Jansen, 2001:12). The only policy player during this period was the Department of Education (DOE). On 02 February 1990 this changed when President FW de Klerk took the bold step of unbanning the liberation movements, releasing political prisoners and thereby accelerating the impetus towards the country's first non-racial, democratic elections of April 1994.

Although a flurry of policies was unveiled since 1990 in anticipation of the destruction of apartheid, it was the year 1994 which marked the real period of transformation. No where was this more evident than in the education sector where the Mandela administration according to Manganyi (Sayed & Jansen 2001:25) "unleashed profound forces of democratisation which could not but leave a significant imprint on the country's education and training system." The various Departments of Education (some sixteen in all) united under the centralised National Department. Power was, however, devolved to the nine provinces in existence at that time effectively handing the reins of power to the KwaZulu-Natal Department of Education and Culture (KZNDEC) in this province. Provinces were thus expected, within the framework of national policy, to formulate policies. One such policy was the *selection procedure for management personnel*, which was negotiated by the various stakeholders in the Education Labour Relations Council (ELRC).

"Given that people are the most important resource in educational organizations, it is a truism to say that appointing such people is the most important task that managers undertake. In the task of recruitment and selection, managers may be described as encouraging the best people to apply and then choosing the best people for the jobs or tasks." (Bush & Middlewood 1997: 139)

The schools, as service organizations, depend to a large extent on the expertise and capability of the people who work there. The judicious selection of educators, in general, and on the School Management Team (SMT), in particular, is therefore crucial to the effective functioning of the school. The entire process cannot be allowed to just happen. The recruitment and selection process requires careful planning. According to Riches (Bush & Middlewood 1997: 23) cognisance must also be taken “that one is invariably selecting on the basis of predicting performance (particularly in the case of teachers/lecturers seeking management posts) through various selection measures.”

Prior to democracy, education was primarily bureaucratic in nature with immense power being vested in the Principal. However, with transformation in education and training being viewed as an important vehicle to rid us of the last vestiges of apartheid, there has been a major shift towards a broader, flatter organ of decision-making in schools. Hence it is vital that the SMT comprises competent educators whose expertise will invariably percolate to educators and learners and consequently affect output. The enactment of the South African Schools Act No.84 Section 20(i) of 1996 allowed for the formation of School Governing Bodies (SGB's). Parents were, for the first time in South Africa, mandated with the responsibility of selecting educators and making recommendations to the Department of Education. The rationale being that parents who were now footing the bill for the education of their children needed to be directly involved in determining how the schools were being operationalized. Various policy documents (Human Resource Management Circulars) were formulated (after consultation with the teacher unions and other role players) to give effect to the process. Despite this transparent system, however, the various selection processes to date have been beset with problems, leading to immense dissatisfaction among educators, parents and departmental officials. Sadly many educators have resigned themselves to passive acceptance of this flawed system, electing to go through the process with no real hope.

## **1.2. The Research Problem**

It is against this backdrop that I developed the following statement of purpose:

*The purpose of this study is to investigate the way in which school based promotions are conducted in secondary schools in the Pinetown District in the Ethekwini Region.*



In order to explore the manner in which the promotions are being operationalized in secondary schools, I wish to seek answers to the following critical questions:

1. How is the promotion process being implemented in secondary schools in the Pinetown District?
2. What are the views/ perceptions of various stakeholders regarding the promotion process?
3. To what extent does the promotion process reflect the provisions of national and provincial legislation on this issue?

### **1.3. Rationale**

1. Since its inception (February 1997) the promotion policy has generated much controversy. Notwithstanding the resultant H.R.M. documents (37 of 1997, 58 of 1998, etc.) providing the modus operandi for the selection process, selection committees elected by the School Governing Bodies have experienced numerous problems in fulfilling their mandate.
2. These problems have manifested themselves primarily in two ways. Firstly in the print media where a number of reports as well as correspondence from the different stakeholders have featured prominently. Comments by such leading figures in the education field such as Professor Kader Asmal (National Minister of Education), Ndaba Gcawabaza (KZN – Provincial Secretary – SADTU) and Cyril Naidoo (Chairman – Parents Association of KZN) have all alluded to the problems that have manifested themselves:

Under the heading, “*Governing Bodies out of control*” (Natal Mercury 2002: 1), Ndaba Gcawabaza, the Provincial Secretary General of SADTU comments that:

*“Very often the SGB’s have disregarded the recommendations of the interview committee. Nepotism and favouritism has reared its head in a number of cases.”*

In an article titled, “*Parents May Lose Hiring Powers*” (Natal Mercury 2002: 1) Cyril Naidoo, the Chairperson of Parents Association of KZN, is of the view that:

*“There have been numerous problems with appointments made by governing bodies, but it is still imperative for parents to be part of the process at some stage.”*

Mention is made of the Education Law Amendment Bill (Sunday Times 2002: 1) whereby Provincial Ministers of Education are mandated to draft codes of conduct for SGB's. In the same publication Professor Kader Asmal makes the comment that:

*“There are highly qualified people who could not find jobs because school governing bodies would not appoint them. Because the governing bodies of historically white schools were reluctant to employ black teachers, black children lacked role models.”*

The problems include, inter alia, nepotism and favouritism (a sentiment echoed by many applicants/educators), SGB's disregarding recommendations made by the selection committees, governing bodies of historically white schools hindering the transformation process by not employing black teachers and the need for a code of conduct for governing bodies. The national Government is in the process of promulgating the Education Law Amendment Bill, which seeks to remove the power of school governing bodies of recommending the appointment of educators to level one posts. The question that begs to be answered is: What has caused this major shift in policy i.e. a reversal in the process of democratisation? The answer has been bold and emphatic. The need to ensure that rural schools have quality educators and that the racial composition of staff is in keeping with the cosmopolitan nature of the learner population.

3. It is also a truism that disputes have been declared during and the conclusion of each process. I consider it a serious indictment on the process when a new process has been initiated despite disputes, which were declared in a previous process, not yet being resolved.
4. On a personal note, I lodged a dispute in terms of HRM 58 of 2001. I was informed anonymously that despite being placed first at the interview, the internal candidate was preferred by some members of the SGB. I assume that my informant is a member of the SGB who was privy to the developments and who has subsequently violated the confidentiality clause. Evidence exists (in the form of a witness who was a member of the selection committee) of a smear campaign

(that I had an alcohol problem) against me. More recently, I was informed by the chairperson of a selection committee that there was a conspiracy by some members of the selection committee to advantage the internal candidate who is the acting principal. He is convinced that there is collusion among these members as well the departmental nominee. He has thus refused to sign any documentation and has informed the Department accordingly. The union observers present at the interview share his views. I lodged a grievance with the Department of Education and at the subsequent hearing (December 2003), it was decided that the interview process be redone with the SEM (Superintendent of Education – Management) being present.

5. During my reading and exploratory research endeavours, I have established that there is a paucity of research in this very controversial field. It is my hope that my research will provide new insights into a field where the controversy has not abated.

#### **1.4. Aims of the study**

The aim of this study is to evaluate critically the promotion process since its inception in 1999 in the hope of trying to ascertain the reasons for this particular policy being riddled with problems. I am at pains to understand how a policy that was negotiated within the Education Labour Relations Council by the KZNDEC, teacher unions and other stakeholders could present so many difficulties.

The promotion policy is no longer regarded as being ‘new’, given that it has been implemented for the past seven years. I am therefore also curious to ascertain whether any evaluation of this policy was undertaken and amendments effected.

I am also of the view that adding to the existing body of research will provide useful information for other would be researchers who wish to enter this minefield. Finally, I believe my research will be extremely useful to the following:

1. Policy makers (National and Provincial) who may wish to revisit the promotion policy with the express purpose of amending it.

2. The Education Department whose officials will be able to utilize gleanings from my research to train members in a thorough manner so as to ensure that the process is fair and procedurally correct.
3. The School Governing Bodies who will be able to undertake a process of self-evaluation and thereby “correct” any mistakes they might have made.

## **1.5. Scope and Focus of the Study**

I intend to undertake the following:

- A review of the policy legislation (national) that has a direct bearing on the selection of personnel in secondary schools.
- An overview of the Provincial legislation viz The Human Resource Management Circulars which focus specifically on selection procedures in respect of the selection and appointment of management personnel in secondary schools.
- Focus on secondary schools in the Pinetown District situated within the greater Ethekewini region.

## **1.6. Theoretical and Analytical Framework**

### **1.6.1 Literature Review**

Introduction:

In the particular section I will review both South African as well as international literature. My objective in doing so is to focus on the different perspectives (local and international) in the selection and appointment of school based educators to serve on the School Management Team. An analysis of the legislation (both provincial and national) will then be undertaken culminating in a descriptive and analytical treatise of policy, actors and the tools utilized to operationalize policy within the transforming South African context.

#### **1.6.1.1 Local Review**

Prior to 1998, the selection and appointment of educators for promotion posts was carried out largely by the Department of Education. Superintendents initially and later

with the assistance of principals were responsible for the promotion of educators. With the enactment of the South African Schools Act, No. 84 of 1996, it became the responsibility of the school governing body to elect a selection committee to undertake this process. The schools would submit to the Department a list of vacancies. A complete list of vacancies would then be published, inviting educators to apply. The entire process and modus operandi is governed by policy documents termed Human Resource Management Circulars (37 of 1997, 58 of 1998, 58 of 2001, 62 of 2002, 62 of 2003). These documents spell out the following in respect of the process:

1. General principles wherein the legal framework governing the promotion process is outlined e.g. Labour Relations Act (1995), Employment Equity Act (1998), South African Schools Act (1996).
2. Procedures for submission – e.g. E.C.1 and C.V.1, P.R.E.F 1
3. Eligibility i.e. in respect of educational qualifications and service requirements.
4. The Interview Committee – its composition and responsibilities.
5. The role of Union observers.
6. The role of the Departmental nominee.
7. Other aspects such as recusal of members from the selection committee in the case of vested interests, the aspect of confidentiality, etc.

Local literature point to the shortcomings of the promotion process. Neither the applicants nor the School Governing Bodies seem to be satisfied with the choices made by the selection committees. A host of problems viz nepotism, selector bias, inadequate training, lack of commitment have been cited as being central to the dissatisfaction that exists.

International literature will be reviewed briefly to ascertain similarities and differences in countries like Britain and the United States.

### **1.6.2 Policy and Policy Analysis**

The term *educational policy* is a complex one which demands clarification. The various definitions of analysts such as Stephen Ball, Grant Harman, John Codd, Francine de Clercq and the like will be explored in order to arrive at an understanding

of this term. The following working definition will be utilized as the theoretical framework in understanding and analysing the promotion policy and process.

Policy will be viewed as a set of guidelines which provides a framework for action in achieving some purpose. It is purposive, involves patterns of action designed in dealing with a problem or matter of concern and directed towards the accomplishment of a desired set of goals. It is made and constantly remade and should therefore be viewed as an interactive and continuous process.

Policy will also be viewed as a *process* comprising the following stages:

- policy initiation
- formulation
- implementation
- evaluation

The notion that *policy formulation* (sole preserve of the politicians) and *policy implementation* (administrative bureaucracy) should be viewed as separate entities does not sit well with me as it implies that translating policies into action will be a smooth and trouble-free process. I am inclined towards the *cyclic model* which views the policy process as one of bargaining and negotiating between the various actors. Such a relationship (interactive consultation) I am sure will eliminate the tension and the gap that usually exists between policy formulation and implementation.

The actors or *policy-makers* would comprise:

- Official actors – senior members of government, members of parliament, government agencies
- Unofficial actors- trade unions, teacher unions, parent associations, NGO's, the media, academics, etc.

#### **1.6.2.1 Policy Analysis**

There is no recipe approach for doing policy analysis. It must however be viewed as an empowering tool which aims to provide humans with the expertise necessary to take the action required to either solve or reduce policy problems. To do this a thorough understanding of *policy tools* is essential.

### 1.6.2.2 Policy Tools

Policy tools are crucial in that they provide a framework to capture the behavioral attributes of policy content that can be utilized to bring laws, regulations and programs into the realms of analysis. Recently there has been a proliferation of tools, which governments have utilized to influence behavior of target populations and give effect to policy purposes. I intend to utilize the following policy tools to analyze my data as well as to interrogate the literature I have reviewed.

*Authority tools* are statements backed by legitimate authority of government that grant permission, prohibit or require action under designated circumstances. Typical examples of the use of authority tools are legislation and reorganization of formal organizational frameworks. Appropriate legislation (both national and provincial) in respect of the promotion policy e.g. The Constitution of the Republic of South Africa, Labour Relations Act (1995), South African Schools Act (1996), Human Resource Management Circulars, etc. will be scrutinized to ascertain whether the promotion policy has been effected in terms of the guidelines enunciated therein.

*Incentive tools* rely on tangible payoffs, positive or negative to induce compliance. The use of such tools is based on the assumption that individuals are utility maximizers and will not be positively motivated to act unless they are encouraged or coerced. The promotion policy will therefore be interrogated in terms of what rewards or punitive measures are used to secure compliance.

*Capacity tools* provide information, training, education and resources to enable individuals or groups to carry out activities. Incentives are not an issue but there may be barriers arising from a lack of information, skills, or other resources required to take the relevant action. The knowledge, skills, expertise and capacity of the relevant role-players in the promotion process will need to be assessed. Thereafter the role of the Department of Education in providing such capacity (if required) and its resultant consequences will need to be looked at.

*Symbolic and hortatory tools* assume that target populations assume that people are motivated from within and decide whether to take policy-related actions on the basis of their beliefs and values. The idea here is that people are more likely to comply from a policy perspective if they find such behavior to be consistent with their beliefs.

How and to what extent the promotion policy attempts at making itself one with existing values is a central issue regarding the use of symbolic tools.

*Learning tools* are used when the basis upon which target populations might be moved to take problem-solving action is unknown or uncertain. An important characteristic is that people can learn about their behavior, and select from other tools those that will be effective. Among the tools that have gained acceptance as a learning tool is *evaluation*. The extent to which evaluation is utilized by the promotion policy to assess its own level of efficacy will need to be analyzed.

### **1.7. The Research Design**

My research design will be essentially qualitative in nature. My reason for positioning myself in the Interpretive Paradigm is to allow me to engage subjects from different races and backgrounds and to look at issues from their point of view. A qualitative methodology will also allow me to engage in multi-methods and by such triangulation ensure the validity of my research

In order to understand the procedures and processes of the promotion policy, I will engage in a critical analysis of:

- 1.7.1 **Relevant legislation-** The Constitution (Bill of Rights), South African Schools Act of 1996, Labour Relations Act (1995), Employment of Educators Act (1998), Promotion of Administrative Justice Act (2000), Employment Equity Act (1998), etc.
- 1.7.2 **Human Resource Management Circulars** (37 of 1997, 58 of 1998, 71 of 2000, 58 of 2001, 16 of 2002, 62 of 2004)

#### **1.7.3. A Questionnaire**

I will utilize this quantitative instrument to ensure the extensive nature of my study i.e. to canvass views, experiences and perceptions from a wide range of subjects. A Likert type scale comprising a “strongly agree” – “strongly disagree” continuum will be used. An open-ended section allowing for participants to answer two questions will be provided. The Statistical Package for Social Sciences (SPSS) will be used to analyse the data.



#### **1.7.4. A Case Study**

I intend to choose one school and engage in a case study. This would entail a rigorous investigation of the entire promotion process, commencing with the supplying of information of vacant posts to the DOE, composition of the selection committee, the sifting process, the interview process, ratification and recommendation process. All documentation in this regard will be subjected to a detailed analysis. In addition, I will engage in semi-structured interviews with the selectors (parent component, principal/departmental representative and union observers) as well as the applicants. Such interviews will allow me the opportunity of probing so as to arrive at the “truth”.

#### **1.8. Limitations**

The following limitations are acknowledged:

1. This study focuses on secondary schools only. Consequently the promotion process in primary schools has been excluded.
2. Given the vastness of the Ethekwini Region, I have limited my research to one particular district viz. the Pinetown District.
3. Methodologically, I will be unable to conduct any observations of the process proper as the policy clearly outlines the role-players who can legitimately participate. My request to observe the process as a researcher was met with a terse, “You should know better than to ask.” by a senior departmental official in charge of “Promotions”.
4. The concept of confidentiality that all selectors undertake may prove to be a stumbling block.
5. Selectors may express reservations in terms of being frank and forthright if they have hidden agendas or if they wish to portray themselves in a positive light.

## **Chapter Two**

### **Literature Review and Theoretical Framework**

#### **2.1. Introduction:**

In the particular section I will review both South African as well as international literature. My objective in doing so is to focus on the different perspective in the selection and appointment of school based educators to serve on the School Management Team. The local review will entail a critical analysis of the Human Resource Management Circulars (HRM), which outlines the modus operandi in respect of the promotion process. Thereafter the concept of *Policy*, its processes, actors and tools will be explored in relation to the manner in which the promotion policy is effected.

#### **2.2. Relevant Legislation and Procedures**

Prior to 1998, the selection and appointment of educators for promotion posts was carried out largely by the Department of Education. Superintendents initially and later with the assistance of principals were responsible for the promotion of educators. With the enactment of the South African Schools Act, No. 84 of 1996, it became the responsibility of the school governing body to elect a selection committee to undertake this process. The schools would submit to the Department a list of vacancies. A complete list of vacancies would then be published, inviting educators to apply. The entire process and modus operandi is governed by policy documents termed Human Resource Management Circulars. These documents spell out the following in respect of the process:

##### **2.2.1. National Legislation**

###### **2.2.1.1 The Constitution of the Republic of South Africa, Act 108 of 1996**

- The Bill of Rights states that the state may not unfairly discriminate directly or indirectly against anyone on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age disability, religion, conscience, belief, culture language and birth [chapter 2, 9(3)].

- Public administration must be governed by the democratic values and principles enshrined in the constitution. A high standard of professional ethics must be promoted and maintained [chapter 10, 195(1)].

#### **2.2.1.2 Employment of Educators Act 76 of 1998**

- Any appointment, promotion or transfer to any post on the educator establishment of a public school may only be made on the recommendation of the governing body of the public school.
- The Head of Department may decline the recommendation of the governing body of a public school, if-
  - any procedure collectively agreed upon has not been followed;
  - the candidate does not comply with any requirement collectively agreed upon or determined by the Minister;
  - sufficient proof exists that the recommendation of the said governing body was based on undue influence; or
  - the recommendation of the said governing body did not have regard to the democratic values and principles in section 195(1) of the Constitution of South Africa (Jenkin 1999: 619-20)

#### **2.2.1.3 Labour Relations Act 66 of 1995**

- The purpose of this Act as indicated in chapter 1 is “to advance economic development, social justice, labour peace and the democratisation of the workplace.”
- Part B of Schedule 7 to the LRA contains details as to what is residual unfair labour practice: unfair discrimination against an employee [2(1)(a)], unfair conduct of the employer relating to promotion [2(1)(b)].
- According to De Waal (Rousow 2004, p.22) the primary purpose of the implementation of the Labour Relations Act was “to ensure that the legislative framework governing labour relations was in accordance with the Bill of Rights”.
- The LRA prohibits unfair discrimination against employees. The Act does allow discrimination in that it permits employers to implement policies that are designed to advance persons who have been previously disadvantaged. (Anderson & van Wyk 1997: 24).

#### **2.2.1.4 South African Schools Act 84 of 1996**

- The function of the governing body, inter alia, is to recommend to the Head of Department the appointment of educators at the school, subject to the EEA and the LRA.
- A member of a governing body must withdraw from a meeting of the governing body for the duration of the discussion and decision-making on any issue in which the member has a personal interest.
- The Head of Department may, on reasonable grounds, withdraw a function of a governing body.
- Enhance the capacity of governing bodies by allocating funds to provide the H.O.D. introductory and continuing training to enable them to perform their functions in terms of this Act.
- The Head of Department must ensure that principals and other officers of the education department render the necessary assistance to governing bodies. (Brunton, et al 2003: B-12 - B-13)

#### **2.2.1.5 Employment Equity Act 55 of 1998**

- Every employer must take steps to promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice.
- It is not unfair discrimination to take affirmative action consistent with the purpose of this act.
- A designated employer in order to implement affirmative action measures for people from designated groups in terms of this act must conduct an analysis (as required by section 19)  
And prepare an employment equity plan (as required by section 20). (Ibid: G-32)

#### **2.2.1.6 Promotion of Administrative Justice Act 3 of 2000**

- The state is expected to treat every employee of the state as well as ordinary citizens of the country, who are in a vulnerable position, fairly.
- The words in section 33, “lawful, reasonable and procedurally fair”, relate directly to the common law principle of the rules of natural justice, the aim of

which is to ensure that justice prevails between two subjects (Rossouw 2004: 20)

### **2.2.2 Provincial Legislation – Human Resource Management Circulars**

These circulars outline the entire process and modus operandi in respect of the promotion policy.

Procedures for submission – e.g. E.C.1 and C.V.1, P.R.E.F 1

#### **2.2.2.1 EC1**

Applicants are required to submit detailed information i.r.o. particulars of the post applied for, personal particulars, language proficiency, qualifications, employment details and history. The applicant then has to sign an undertaking attesting to the veracity of the information supplied. Applicants are cautioned that false information will lead to prosecution and render the application invalid or the cancellation of a promotion. This principle is in keeping with the Educators Employment Act of 1998. This form has to then be validated by either the Principal/Principal's nominee/SEM.

#### **2.2.2.2 CV1**

The first part of this form requires personal information i.r.o. the applicant. Thereafter the applicant is required to provide information on the following:

- Leadership: Administrative, Management and Related Experience in not more than 100 words.
- Organisational Ability and Experience in not more than 100 words
- Professional Development / Educational Experience and Insight in not more than 100 words
- Leadership: Community Related in not more than 80 words
- Personality. This category was withdrawn in the latest HRM Circular (62 of 2004)
- Referees: names and contact details of two persons other than educator colleagues to substantiate information supplied in the CV1.
- The applicant has to then sign an undertaking attesting to the veracity of the information supplied and also to provide any original documents on request.

### 2.2.2.3 PREFERRED

Applicants are required to rank, in order of preference, all the posts applied for. The principal is required to validate same, which is then submitted to the Regional Office. The purpose of this is to expedite the appointment process should the candidate be placed first in more than one post.

### 2.2.2.4 ELIGIBILITY

In order to be eligible for promotion an educator must comply with all the minimum requirements:

- Educational Qualifications (for all posts)
- M+3, which includes a recognized professional teaching qualification.
- Educators who have acted for longer than 2 continuous years in the post at historically disadvantaged institutions must be short-listed for the interview provided that the educator is currently acting in the post which has been approved by the relevant provincial education department, the post is part of the post provisioning norm at that institution and that the educator has applied for the said post.
- Service Requirements

The minimum requirement in terms of experience for appointment to promotion posts are as follows:

Post Level	Minimum Experience Required (Years)
2	3
3	5
4	7

- Special Requirements for Heads of Department Posts

In a secondary school an applicant must have 2 years teaching experience in at least one subject within a grouped learning area to qualify for the learning area. The learning areas are grouped as follows:

- Communication, Literacy and Languages

- Human and Social Sciences
- Business, Commerce and Management Studies
- Mathematical, Computer and Natural Science
- Technology, Arts and Culture

### **2.2.2.5 The Interview Committee**

#### **2.2.2.5.1 Composition**

The committee shall comprise:

- One departmental representative (who may be the school principal).
- The principal of the school if she/he is not the departmental representative except in the case where he/she is an applicant.
- Members of the Governing Body, excluding educator members who are applicants to the advertised post/s.
- One Union representative per Union that is party to the provincial Chamber of the ELRC. The Union observers shall be observers to the process of short-listing, interviews and drawing up a preference list.

Where the principal is an applicant, The SEM (Management) or her/his nominee who is the same or higher level may assist the Interview Committee as a resource person and observer.

#### **2.2.2.5.2 Responsibilities**

The Interview Committee will be responsible for short-listing of applications to obtain a manageable number and thereafter interviewing and assessing them for the purpose of making recommendations. All proceedings are to be recorded accurately and kept safely for at least 2 years. Each teacher union to the KZN Chamber of the E.L.R.C (NAPTOSA, SADTU, SAOU) has the right to appoint one representative as an observer to the processes of short-listing, interviews and drawing up of a preference list. Unions are to be notified (in writing) at least 5 working days prior to the commencement of the process. The non – attendance of the observers will not prohibit the selection process from proceeding providing the 5-day notice period has been satisfied. The role of the observers is clearly spelt out in that he/she will not be directly involved in the process but will note that approved procedures and practices are adhered to in a fair, consistent and uniform manner. Other aspects such as confidentiality, recusal by members of the

Interview Committee and Governing Body, grievance procedures, conducting of interviews, the management plan, etc. are also elaborated on. By and large the procedures in the HRM circulars in respect of promotions have remained unchanged. The only difference being educators may now serve on the Interview Committee and that the process of sifting, is now undertaken by the Circuit Office of the Department. Given such detailed guidelines one would expect that the processes would be implemented without any problems. Unfortunately not. Some of the reasons are as follows:

#### **2.2.2.6 Analysis**

- Whilst provision is made for Principals to validate the EC1 (i.e. employment details), no such provision exists for the CV1, providing an opportunity for unscrupulous applicants who may resort to untruths. Referees, who are non-educator personnel, will be unable to verify the applicant's achievements in the educational field.
- The minimum experience that is required for each post level is extremely low e.g. 5 years for a level 3 post. Consequently a large number of applications are received. Given the time constraints imposed on the SGB (the process from short-listing to interviewing is to be completed in approximately 3 weeks) the number of applications have to be reduced to a manageable number (approximately 50) which can then be read (i.e. for the purpose of arriving at 5 for interview purposes). In terms of the legislation I have already reviewed, the criteria must be fair and non-discriminatory. Governing Bodies using a cut off point e.g. 20 years service or acting in the post for a level 3 post would therefore be acting contrary to existing legislation, as the eligibility for application for a level 3 post is 5 years service. The HRM documents do allow for fair discrimination viz. affirmative action measures as stipulated by the LRA of 1995 and the Employment Equity Act of 1998.
- The concept of confidentiality may not be adhered to.
- Members of the selection committee who have a personal interest may not recuse themselves as directed by the section 26 of the South African Schools Act of 1996. This could result in nepotism and personal preference, thereby compromising of the promotion process.



- Applicants have become disenchanted by the collusion that seems to be commonplace. It seems that SGB's decide beforehand who the successful candidate would be. This seems to be borne out by the fact that unusually large numbers of successful applicants are internal candidates. At one particular school in the district under investigation, all 5 short-listed candidates for the post of Deputy Principal were from that school.
- Observers who form an integral part of legitimising the process may not always attend. Teacher unions cite a lack of human resources given the limited time frames as the reason for non-attendance.

## **Review of Literature**

### **2.3.1 Review of Local Literature**

Gounden (2000) examined views and assessed the experiences of SGB's with respect to the process of appointing senior management staff in the Durban North Region. He concludes that there were definitely shortcomings of the new selection and appointment process. Although parents felt empowered since they were afforded the opportunity of choosing a senior manager who would be able to influence, positively, their children's lives, their participation generated a host of problems, namely nepotism, subjectivity and personal preferences. Other problems cited were inadequate training, which hamstrung selectors, the extremely high turnover rate with selectors dropping off during the process and selectors not being committed as they received no remuneration for a task that was extremely time-consuming. Interestingly, selectors believed that the role of the unions and department officials should be increased.

Gokar (1998) focused on teachers' attitudes towards increased parental involvement in schools in the Lower Tugela District of KwaZulu - Natal. Educators' views from six different secondary schools belonging to the various former departments were canvassed. Gokar found that while educators were optimistic about parental involvement, they showed grave concern when such involvement infringed on areas

associated with teacher professionalism e.g. curriculum development and teacher performance.

Moodley (2001) assessed educators' attitudes towards parental involvement in the selection process for the appointment of teachers to school based promotion posts in the Midlands East Circuit of Pietermaritzburg. He found that 92.31% of teachers in ex HOA schools approved of parental involvement in the promotion process as opposed to 75% of teachers in the ex HOR schools and 55% of teachers in ex HOD schools and 57.14% of teachers in ex DET schools who did not favour parental involvement. In view of his findings he has suggested that the constitution of the selection committee be looked into. Aspects such as equal representation, gender equity and teacher input need to be addressed. Parental training, role of the department officials and Teacher Unions and internal/external candidates should also be addressed.

McPherson (1999) levels criticism at Union observers for being selective in their attendance and in some instances avoiding 'hard work' such as the short-listing process i.e. prior to this task being undertaken by the Department. He recommends, inter alia, that analogous testing to ascertain the candidate's potential ability, that specific job descriptions be given to candidates, that a strategy be developed by the Department to obviate selector bias towards internal candidates, that selectors and Departmental officials undergo intensive and ongoing training to become professionally competent and that outside help be sought, if required.

Tulsi (2000) in undertaking a critical analysis of the current selection procedures for senior appointments in schools suggest how management of the selection process might be improved. He, too, alludes to the issue of selector bias towards internal candidates as a matter that requires urgent attention. He suggests that the CVI be validated by either the Principal or the Subject Advisor, that selectors be trained in interview techniques and that the selection process be staggered to allow Unions to be able to send observers for all posts.

### **2.3.2 Review of International Literature**

1. The South African Schools Act of 1996 bears a striking resemblance to the Education Reform Act of 1998 (sections 44 – 47) in Britain. In terms of this act SGB's are responsible for a number of duties including the selecting of teachers for promotions. Recommendations are made by the Staff Selection Panel to the local Education Authority. An important deviation is the fact that a Departmental Representative attends all selection meetings to appoint Deputy Principals and Principals (Moodley 2001: 9).
2. Lindle and Shrock (1993) point to the Kentucky Education Reform Act of 1990 in America, which allowed for a broad-based community involvement in selecting personnel. However, school councils had to select the Principal, Deputy Principal and Heads of Department from a list of potential candidates recommended by the superintendents.
3. Gips and Bredeson (1984) solicited parents' views in New York on whether they approved of the SGB's choice of principal. 80% of parents indicated their displeasure at the choice made, citing nepotism as the prime reason for their dissatisfaction.

Most studies have tended to be attitudinal in nature. I believe there is a dire need to focus on the manner in which the process is operationalized. Secondly, the focus seems to be on Senior Management only. Given the formation of the School Management Team (a broader, flatter, decision – making organ), I believe that the appointment of HOD's also needs to be investigated. Internationally, it would seem that, unlike in South Africa, Governors (parents) are not given total control.

### **2.4. Policy and Policy Analysis**

In the 1990's the new democratic government introduced "a vast array of impressive policies designed to redress inequalities, improve quality, empower stakeholders, increase efficiency and transform the legacy of apartheid education in general" (Jansen 1999: 2). The period 1990-1994 can be described as period of *policy*

*positioning* while 1994-1999 could be described as period of *policy pronouncements* (Ibid: 1-2).

#### **2.4.1 Definition**

The term *policy* is a complex one and therefore requires some degree of clarification. Understandably, competing definitions of '*policy*' are numerous and varied:

According to Stephen J. Ball (1990 :3) *policy* is a matter of "authoritative allocation of values... statements of prescriptive intent". He elaborates that *policy* is "a discourse, a construct of possibilities and impossibilities tied to knowledge and practice (Ibid: 149).

Grant Harman (Hough 1984: 13) sees it as "the implicit or explicit specification of courses of purposive action being followed or to be followed in dealing with a recognized problem or matter of concern, and directed towards the accomplishment of some intended or desired set of goals", while Prunty and Ball (de Clercq 1997: 128) see *policy* as "exercises of power and control and the authoritative allocation of values (both material and social) between different social groups".

Caldwell and Spinks (1992: 38) view *policy* as a "set of guidelines, which provides a framework for action in achieving some purpose on a substantive issue. The guidelines specify in general terms the kind of action that will or may be taken as far as the issue is concerned: they imply an intention and pattern for taking action, providing a framework, often with some basis for discretion, within which the principal, staff and others in the school community can discharge their responsibilities with clear direction."

Grindle (1980: 6) is of the view that *policy* is, "broad statements of goals, objectives and means...translated into action programs...to achieve the ends stated in the policy".

Ball (1990: 185) goes further in presenting *policy* not as an event but more "as a discourse, a construct of possibilities and impossibilities tied to knowledge and practice" while Haddad (1995: 18) defines *policy* functionally as "an explicit or implicit single decision or group of decisions which may set out directives for guiding future decisions, initiate or retard action, or guide implementation of previous

decisions.” Jennings (1977: 30) concurs and views *policy* as “a guide for taking future actions and for making appropriate choices or decisions towards the accomplishment of intended or desired end.”

After wading through these various definitions I have come to understand *policy* as a set of purposive guidelines, which may involve courses, or patterns of action for individuals or groups designed to accomplish a particular goal. It is as Ball puts it (1990: 185) “not a thing, as something that happens and then is over and fixed.” Instead it is “constantly made and re-made at both macro and micro levels by a variety of contending social forces” (Chisholm 1992: 157). Policy should therefore be viewed as a dynamic process.

#### **2.4.2. Policy Process**

*Policy-making* focuses attention primarily on the decision element of the policy at the formulation stage. The concept of *policy process*, however, is based on the premise that it generally involves a series of sequential stages. Hough (1984: 17) sums up the stages thus:

- Issue emergence and problem identification
- Policy formulation and authorization
- Implementation
- Termination or change

The process begins with a particular issue with most of the participants being satisfied. Then dissatisfaction emerges and the issue is viewed as being a problem. Efforts are then made to explore possible solutions, resulting in the formulation of a new policy that is then implemented, later reviewed and evaluated. If needs be it is terminated and then replaced by another policy. In Britain and the United States most policy-making is in essence policy-succession i.e. the existing policy being replaced by a new one.

Francine de Clercq (1997: 129) argues that policy is a process made up of four distinct stages, which follow a logical sequential order: *policy initiation, formulation, implementation and evaluation*.

*Policy formulation and implementation* are conceptualised as two separate entities that have to be studied separately. It is argued that policy formulation is the sole preserve of the politicians whilst policy implementation is the administrative activity of the bureaucracy. Such an assumption would presuppose that translating policy into action would be smooth, trouble-free process as the controls would ensure the bureaucracy effectively fulfilling the mandate of their political bosses. The 70's saw a deviation from this approach as the policy process was seen as being free of controls. McLaughlin (de Clercq 1997: 129) sees implementation not as automatic transmission but as a process of bargaining and negotiating between the various local and national actors. He is of the view that the implementing bureaucrats will always attach their personal interpretations to the policies, thereby transforming the original goals of the policy makers. Implementation analysts argue that such implementation problems should be anticipated and strategies effected to constrain the process. Such an approach, evident in recent policy work in South Africa, has been criticized for its top-down assumptions of policy implementation. Certainly the dynamic nature of policy needs to be acknowledged as it responds to the needs, expectations and demands of a changing society. I would advocate a *cyclic model* as it allows for the continuous, interactive consultation that I think is necessary to ensure the success of policy. Such negotiation and bargaining between the actors in respect of the promotion policy would definitely result in the policy being constantly evaluated and amended to ensure its success. Chisolm (1992: 157) suggests, "negotiations, rather than imposed blueprints... are likely to produce the policy plans that will make policies effective."

Once a policy has been chosen, planning for policy implementation should begin immediately. Aspects such as who will do what, when and how have to be considered. Resources (physical, financial and human), technical knowledge and administrative systems to direct the policy must be clearly structured and put in place (Haddad 1995: 35). According to Grindle (1980: 12) "such decisions can affect how policy is pursued".

The process of policy-making in education and training must be open and participatory. “policy-makers need to practise the arts of consultation, listening, reasoning and persuasion, as well as offering vision and leadership”( ANC 1995: 8).

### **2.4.3 Policy Gap**

Policies usually fail as a result of the gap that exists between policy initiatives and the realities of implementation. Policy makers, for example, are increasingly distant from schools. “This distance is not only one of geography, but also one of vision, sphere of operation, and legal authority.” (Lieberman and McLaughlin 1982: 133). Many policy makers have limited experience in respect of actual workings of the school.

Also there exists a policy gap between policy and practice. If policy initiatives are to be successfully implemented, then there must be closer links between policy and practice. Such close interactive ties (cyclic model) between policy developers and policy implementers would be more likely to bridge the gap. (Ibid: 135). According to Jansen (1999: 8) “the ‘policy to practice’ logic is very strong among South African policy makers as well as practitioners. There is little understanding that practice can direct policy or, worse, that practice could represent policy.”

For policy to have a chance of success people must be persuaded that it is necessary and practical. “Almost any education and training policy will come to grief in practice if it does not win the support of two essential constituencies: those who are expected to benefit from it, and those who are expected to implement it.” (ANC 1995: 8).

### **2.4.4 Policy Context**

Policy does not emerge within a vacuum. Rather it develops within the context of particular sets of values, pressures and constraints. To understand why policy problems have been tackled in a particular manner it is essential to first have a thorough understanding of the main policy actors involved.

### **2.4.5 Policy Actors**

Until 1990 there was only one policy player within South African Education viz. the apartheid state. The state maintained control in ways that were “bureaucratically centralized, racially exclusive and politically authoritarian” (Sayed and Jansen 2001: 12)

Since the release of Nelson Mandela in 1990 and the unbanning of liberation movements, policies relating to restructuring have featured prominently on the agenda of policy developers. Between 1990 and 1994, there has been a flurry of policies. Prominent actors (African National Congress, Private Sector Education Council, National Education Policy Investigation) have jostled for position, producing a series of policies aimed at ensuring the legal demise of apartheid. Since 1994, the new democratic government has endeavoured to do the same.

Postlewaithe (1986: 135) lists policy makers as:

- politicians- senior members of government and members of parliament;
- senior administrators in ministries and government agencies;
- top people in national associations representing various interest groups e.g. trade unions;
- academics, serving as consultants or staff members in the above categories.

Divergent views are held in regard to the power base where education policy decisions are concerned. There are those who point to the role of government in the guise of the Minister of Education. Others argue that policy evolves as a result of the interplay of pressure groups viz. teachers' unions, parents' associations and other interest groups.

The reality is that a wide range of actors share in the process of policy formulation. These actors can be divided into two groups: official and non-official. Official actors are those who have legally based responsibilities while non-official actors would comprise mainly interest groups, political parties and the media.

Official actors would include actors at senior levels of government (Head of State, Cabinet, the political party in power, Parliament), the National Minister of Education, major education agencies, government agencies outside the education portfolio (Premiers' advisors, Public Works Department, etc.) and inter-governmental bodies.

The main non-official actors are interests groups (the teachers' unions, associations representing students and lecturers at tertiary levels, associations representing parents, employers, and trade unions). Each of the major teachers' unions (SADTU, NAPTOSA, SAOU) play a crucial role as they constantly exert pressure about a wide range of topics both within the legislated Education Labour Relations Council and without. While the teacher unions often portray an extremely militant image, one must



not lose sight of the fact that they are closely involved in the day- to- day negotiations with senior officials and serve on government committees and boards. The other non-official actor is the mass media, which has assumed an increased interest in education policies in recent years. The media also serves the crucial function of allowing the different groups to publicly explain their policy proposals and try to lobby support.

The key actors on the educational stage of South Africa since 1990 have been the following:

#### **2.4.5.1 The Trade Union Movement**

As a consequence of informal negotiations between the apartheid regime and exiled ANC leaders (initiated via Nelson Mandela) in the 1980's, Alec Erwin, then a trade unionist, announced in 1987 to union officials that in light of the negotiations, that they needed to begin to start applying their minds in respect of policy.

Prior to this academics (Duncan Innes and Eddie Webster from the University of Witwatersrand), officials from the Federation of South African Trade Unions (FOSATU) and Adrienne Bird from the National Union of Mineworkers of South Africa (NUMSA) had begun to make input, via workshops and training programmes, for future development. In the 1990's it was COSATU who continued the training programmes and began to influence policy via the Participatory Research Projects (PRP). Despite the difference of opinion between COSATU and the ANC, it must be noted that COSATU was able to "establish a broad framework within which all education policy leading to and flowing from the 1994 change of government was to operate" (Sayed and Jansen 2001: 17).

#### **2.4.5.2 The ANC**

The ANC being unable to organize freely at the time collaborated with COSATU on educational policy. However it was via its Education Desk (headed by John Samuel) that the ANC began to develop its policies. The Desk coexisted with the National Education Crisis Committee (NECC), which was a broad alliance of student, teacher and labour organizations (COSAS, SADTU, COSATU).

The NECC commissioned the National Policy Investigation (NEPI) to develop policy. When the NEPI came in for severe criticism from the more main stream "think-tanks", The Centre for Education Policy Development was born. This organization

was seen as the ANC's official "think-tank" whose brief was to provide realistic policies in the post apartheid era.

#### **2.4.5.3 The Apartheid State**

The Department of National Education (DNE) represented the policy instrument for education under apartheid. In the 1990's, however, it served as a forum for deliberating on reformist policies in education. ANC-aligned academics were invited to collaborate on policies leading to Committee on Teacher Education Policy (COTEP). Criticism was levelled at the apartheid government that it was attempting to position the apartheid state favourably under the guise of its Education Renewal Strategy (ERS). There are those who predictably viewed the dual-track system with suspicion, arguing that vocational training was for blacks while the academic education was intended for whites.

It was largely through the work of Rolf Stumpf and Gustav Niebuhr (senior bureaucrats in the DNE) who had travelled extensively overseas to observe trends in education in reform that the A curriculum Model for South Africa (CUMSA) was born. Vocational training was now linked to employment in a changing labour market in terms of relevance and opportunity.

#### **2.4.5.4 The International Aid Community**

The international aid community was able to influence policy by means of its economic clout. This was clearly demonstrated by the United States Agency for International Development (USAID), which had been established via extensive funding of non-governmental organizations, many with liberation credentials.

USAID exercised its influence by firstly bringing into South Africa, American expertise in respect of providing information for policy and planning. Secondly it brought into South Africa cutting-edge technologies for recasting education policy thinking and finally it exerted its influence through direct funding of the ANC. In short, USAID played a crucial role in shaping "the landscape within which educational policy was developed after apartheid" (Sayed and Jansen 2001: 21).

#### **2.4.5.5 The Business Community**

The South African business community initially influenced thinking in education via the Urban Foundation. Funding for various projects in education such as vocational training and entrepreneurship and infrastructure for school buildings was provided by the Urban Foundation as well as the Anglo American Chairman's Fund. The Foundation also established its Education Policy and System Change Unit, which recruited two leading educationists viz. Jane Hofmeyr and Peter Buckland. Both these individuals were able to exert considerable influence on education policy: they served on key policy committees of the NEPI, developed media strategies and wrote key policy papers around which public discussion was centred.

In addition, the Private Sector Education Council (PRISEC) also influenced thinking in education prior to 1994 by the regular issuing of positioning papers. Headed by Gerry Bezuidenhout of Toyota, the Council called for the realignment of education to meet the needs of the changing economy. Perhaps business's most telling influence came via its representation on the National Training Board, which assisted in the development of the National Qualification's Framework.

#### **2.4.5.6 The Non-Governmental Sector**

Many NGO's, in the absence of a legitimate government, were able to shape educational thinking in the early 1990's. The South African Council for Early Childhood Education (SACCE), the National Literacy Project and Independent Development trust (IDT) were major policy players.

But it was the South African Council on Higher Education (SACHED) an ANC aligned NGO that was arguably the most influential NGO at that time. SACHED served as a forum for bringing together influential education thinkers. The Education Policy Units (EPU's) largely through funding provided by the Swedish government played a crucial role in research groups and ANC policy forums thereby influencing development in education, particularly in higher education.

Consultation forms the key action in regards to policy formulation. This may take place within education departments or agencies, between different agencies, and between formal and informal actors. This style differs from the earlier decades when Ministers tended to make independent policy decisions. Decisions taken in Pretoria were passed down to the provinces.

Key to the consultative process is the need to ensure consensus. The search for broad-based understanding does not preclude conflict which although deemed necessary is rarely allowed to degenerate into prolonged confrontation.

#### **2.4.6 Policy Analysis**

Policy analysis, according to Boyd (Boyan 1988: 502), is clearly an important but problematic window on the educational world. It may illuminate or it may obscure, even distort what it views. Ball (Taylor et al 1997: 111-112) advocates an “open and creative approach, which emphasizes finding the appropriate theory and concepts for the task at hand, rather than narrowly applying a particular theory which may close off possibilities for interpretation. Kenway (Ibid) suggests that “what”, “how”, and “why” questions are the most useful as a way to begin to think about policy analysis. Some analysts argue the first task in *policy analysis* is to focus on the issue itself so that we are able to assess how the policy is likely to work in relation to the problem it is addressing.

According to Ham and Hill (Codd 1988: 235) “... the purpose of policy analysis is to draw on ideas from a range of disciplines in order to interpret the causes and consequences of government action, in particular by focusing on the process of policy formulation.”

Policy analysis is a form of enquiry, which provides either the informational base upon which policy is constructed, or the critical examination of existing policies (Ibid). According to MacRae and Wilde (Boyan 1988: .501) policy analysis “aims to empower humans to undertake more collective action to solve or reduce policy problems. Towards this end, policy analysis places special emphasis on the use of reason and evidence to choose the best policy among a number of alternatives.”

Many intellectuals have seen policy analysis as key to improving government policies and programs. Perhaps White (Boyan 1988: 502) sums it up best when he argues that policy analysis “is a complex social process of creating and applying knowledge to

public policy. Few policy choices are final, unambiguous, or fully articulated; and few policies are independent, self-contained, unquestioned or consensually understood. Policy analysis as a result is turbulent and open-ended rather than neat and easy.”

The conclusion, then, of policy analysis is never to conclude. Ideally, once implementation has been completed and policy outcomes are forthcoming, a policy impact assessment stage ensues, leading potentially to a new policy cycle (Haddad 1995: 39).

### **2.4.7 Policy Tools**

Public policy almost always attempts to get people to do things they otherwise would not have done, or it enables them to do things they might not have done otherwise (Schneider and Ingram, 1990: 513)

Governments in the last 50 years have sought to utilize a variety of tools or instruments as a means of influencing citizen behaviour and achieving policy objectives. For policies to have their intended impact on society, decisions have to be made and actions taken in concert with policy objectives. If people are not taking the necessary action, then there are five reasons that can be addressed by policy:

- They may believe that the law does not direct or authorize them to take action.
- They may lack incentives or capacity to take action needed
- They may disagree with the values implicit in the means
- The situation may involve such high levels of uncertainty that the nature of the problem is not known and it is not clear what people should do.

Policy tools address these problems by providing authority, incentives, by using symbolic proclamations to influence perceptions, or by promoting learning to reduce uncertainty.

#### **2.4.7.1 Authority Tools**

This represents one of the oldest tools used by government to achieve policy goals. Simply put they are statements backed by the legitimate authority of government that grant permission, prohibit, or require action under designated circumstances. Such tools operate largely within the hierarchical system of government and is based on the assumption that agents and targets are responsive to the organizational structure of leader-follower relationship. In other words the lower level agents will usually do

what they are told. Citizens are usually expected to do what they are told as they are motivated by a commitment to obey laws and regulations even without the aid of tangible incentives. Motivating devices, however, usually accompany such tools. (Schneider and Ingram 1990: 514)

The South African Schools Act, Act No. 84 of 1996 may be seen as an example of an authority tool whereby School Governing Bodies were mandated with the responsibility of selecting and recommending educators for their schools. The modus operandi for this exercise was communicated via Human Resource Circulars (HRM) at the beginning of each process. The procedures as well as the management plan take cognizance of the provisions of all relevant legislation (Employment of Educators Act, Act No. 76 of 1998, Labour Relations Act, Act No. 66 of 1995, South African Schools Act, Act No. 84 of 1996, Education Laws Amendment Act, Act No. 48 of 1999, Employment Equity Act No. 55 of 1998, etc) as well as collective agreements (ELRC Resolution No. 7 of 1998: Workload of educators, ELRC Resolution No. 8 of 1998: Duties and responsibilities of educators, ELRC Resolution 2 of 2001: Procedures for the absorption of educators declared additional to the post establishment, etc) and national policy (e.g. National Policy on instructional time for school subjects).

In this hierarchal system the lower level (the SGB) is expected to comply with the guidelines as they relate to the selection of school-based educators to management positions. The assumption that citizens are motivated by commitment to obey laws and regulations and will do as they are told is interesting. It would seem that lower level agents are implementing the promotion policy but a closer analysis will reveal selectors attaching their personal interpretations to the laws and regulations. Failure to fulfil this mandate will result in the employer (Department of Education) withdrawing this role function as stipulated in S.A.S.A .

Surely such legitimate statements (backed by the government) can demand sterner action (prosecution) in the event of non-compliance rather than the non-punitive withdrawal of the function?

### **2.4.7.2 Incentive Tools**

This category relies on tangible payoffs, positive or negative, to induce compliance. This tool operates on the notion that citizens will not take the necessary policy action unless they are influenced, encouraged, or coerced by manipulation of money, liberty, life, etc. (Schneider and Ingram 1990: 515).

According to Bemelmans-Videc et al (Bleiklie 2000: 105), “incentives may be used as carrots or sticks, that is, conferring rewards in order to secure compliance or redistributing or reducing resources in order to punish the non-compliant.”

#### **2.4.7.2.1 Inducements**

Inducements offer positive payoffs to encourage participation in policy. It is assumed that people respond to positive incentive and that most will choose higher valued alternatives. An example in the educational scenario would be specific awards for schools or teachers whose learners perform at certain levels. In terms of the promotion process, the possibility of promotion with its concomitant benefits (material or otherwise) will certainly be an incentive for educators. The need for self-actualisation obviously will be the motivating factor driving such educators to securing promotion. The notion too that parents will now have a direct say in the appointment of management personnel at their schools (oversee the selection process and make recommendation to the department of education) will be seen as a reward and therefore ensure compliance. The choice of the right candidate will invariably benefit not only the institution but its clients (learners) as well.

#### **2.4.7.2.2 Charges**

These are guidelines that define permissible limits and specifies monetary charges for those who do not meet the standards. Charges are used to control and limit activities but differs from sanctions in that it does not seek to extinguish the activity or confer social responsibility upon it e.g. polluters pay for the pollution they produce.

#### **2.4.7.2.3 Sanctions**

These are standards or rules that prohibit or require certain activities but impose severe penalties for failure to comply. Such tools are used to enforce the criminal and a civil code where the intent is to eradicate certain kinds of behaviour e.g. fines,

incarceration. I believe that sanctions (fines and incarceration if necessary) should be imposed on individuals who knowingly disregard the rules of the policy. Mere withdrawal of the selection function cannot be viewed as a deterrent but as a slap on the wrist. Accordingly the offending behaviour will continue unabated.

#### **2.4.7.2.4 Force**

The use of force particularly incapacitation or death serves as a deterrent to others. The underlying assumption is that some individuals cannot be influenced to take the actions needed by the government, or that it would be too costly to produce the desired behaviour.

Incentive tools assume that individuals have the opportunity to make choices, recognize the opportunity, possess the decision-making skills to select from among the alternatives that are in their own best interests.

#### **2.4.7.3 Capacity Tools**

Capacity tools provide information, training, education and resources to enable individuals, groups or agencies to make decisions or carry out activities. The underlying assumption is that there may be barriers stemming from a lack of information, skills, or other resources required to make the necessary decisions or carry out activities. Barriers are often found during the early part of the decision-making process:

- not knowing that more effective policy alternatives are available. Consequently they neither search for nor consider any alternatives.
- Even if the alternative is known and the need or opportunity is recognized, it may be that they do not possess accurate information to permit an evaluation of the benefits and costs. Information programmes that rely on written materials, training, education, conferences and technical assistance may be useful.
- Individuals may rely on decision heuristics (shortcuts to and deviations from rational decision-making) that produce decisions that are detrimental to the achievement of the policy. Decision training, such as education in decision-making skills, risk assessment instruments is required.



- Individuals may lack the necessary resources or support (financial, organizational, social, political) to ensure success. (Schneider and Ingram 1990: .517)

Capacity programmes assume that target groups will have sufficient motivation to participate in the activity or change their behaviour, if they are properly informed and have the necessary resources. They operate on the assumption that target groups are free agents and will welcome the information and assistance.

What is obvious is the lack of capacity on the part of SGB's to implement the promotion process effectively. It must be understood that selectors (parent component) hail largely from the corporate world and therefore their knowledge and understanding of educational issues will be somewhat limited. Then there are those parents who are uneducated and who will be at sea in respect of educational issues and the process. In this context training and capacity building becomes crucial. Sadly the training offered by the Department of education has been either non-existent or minimal, often taking the form of reading of the HRM Circulars by Superintendents of Education. Whilst information (HRM Circulars) and resources (Principals) have been forthcoming, an in-depth understanding of the process itself is lacking. In addition, the mode of disseminating the information, viz. the cascading model, invariably results in the dilution of information. Cognisance also needs to be taken of the high turnover of SGB personnel and the need to ensure that training is frequent and ongoing. In terms of The South African Schools Act of 1996, funds are to be allocated to governing bodies to enhance capacity by providing *initial and ongoing* training.

#### **2.4.7.4 Symbolic Tools**

Symbolic tools assume that people are motivated from within and decide whether or not to take policy-related decisions on the basis of their beliefs and values. The cultural notions of right and wrong, equality, etc. are brought into the decision-making process. Symbolic tools assume that people are more apt to comply with desirable behaviour if such behaviour is seen as being consistent with their beliefs.

These policies may authorize programs of persuasion that seek to change behaviour through appeals to intangible values such as justice, fairness, equality right and wrong.

The three assumptions that individuals are more likely to support policy goals if they are seen as being

- promoted by government as priority
- consistent with their values, beliefs and preferences
- associated with positive symbols, labels and images.

Rationales go beyond simple pronouncements of government support and emphasize explanations and justifications that associate the policy preferred activities with positive values. It may rationalize that the policy contributes to positive values such as freedom, equality, etc. or that it is in keeping with the beliefs and values of particular groups.

Another common technique is “labelling” which involves the use of images, symbols and labels to associate the preferred activities with positively valued symbols. (Schneider and Ingram 1990: 519)

Prior to democracy, education was primarily bureaucratic in nature. With democratisation, parents were given the responsibility of being directly responsible for the manner in which their schools were being run.

Parents welcomed this transformational ideology as it spoke to their own ideals of justice, right and wrong, equality and greater decision-making.

#### **2.4.7.5 Learning Tools**

Learning tools are used when the problem –solving action is unknown or uncertain. A problem may be recognized, but it is not understood nor is there agreement on what should be done. The assumption here is that target populations can learn about behaviour, and select from the other tools those that will be effective.

Agents are encouraged to learn from experience through formal evaluations, hearings that promote interaction among targets and agencies.

When there is disagreement, mediation or arbitration programs may facilitate resolution and promote understanding. In instances where people do not know what they want to do, participation tools such as hearings, advisory boards, etc. may be used (Schneider and Ingram 1990: 521).

In so far as the promotion process is concerned, applicants who are dissatisfied with the process can lodge a grievance that is then heard by the Regional Grievance Committee which comprise members from the department (promotions), representatives from labour relations. Such hearings are designed not only to resolve the grievance but also to provide the role-players with greater understanding in respect of how the process should be operationalized. Should the matter not be resolved at this level then it is referred to the ELRC for conciliation and arbitration.

Among the learning tool that has acceptance as a learning tool in recent years is evaluation. Selectors in the promotion process can as a result of their participation in the process learn about their behaviour. Their attendance at Grievance Committee hearings or at arbitration processes will undoubtedly provide them with guidelines about how the promotion process should be operationalized. They are also at liberty to select from other tools that which they will be effective.

#### **2.4.8 Policy development and change**

Some analysts argue that policy begins with benign strategies such as inducement or capacity building and move to the more coercive policy such as sanctions. With newer policies where information is lacking the inclination is towards learning tools. Choosing a multitude of tools may in itself become too expensive and difficult to administer.

One of the long-standing issues is whether policy evolves incrementally or with bursts of innovation. Innovation could be seen as shifts from one type of tool to another, for example, from inducements to sanctions. Incremental change could be viewed as intensification (or de-intensification) of a strategy. It would be interesting to determine the type or pace of change that are characteristic of certain policy arenas.

## **Chapter Three – Research Methodology**

### **3.1. Introduction**

The purpose of this chapter is to set out and justify the methodological design of the study. It begins with a rationale for the choice of a particular methodology viz. qualitative in nature. Thereafter, the chosen research instruments; the case study (primary method) and the survey questionnaire (secondary method) and document analysis will be elaborated on. Further insights are then offered on sampling preference, data collection and analysis, validation, ethical considerations and the researcher as an instrument.

### **3.2. Rationale for using the Qualitative Approach**

The ultimate purpose of empirical or positivistic research is scientific explanation- to discover and document universal laws of human behaviour. Another reason could be to learn how the world works so that people can control or predict events. Once people discover the laws that govern human life, we can use them to alter social relations, to improve how things are done and to predict what will happen. Critical research seeks to empower with the view to correcting social injustice.

South Africa today is still a nation in transformation. This despite the fact that history records that democracy was achieved in 1994. It would be more accurate to state that we are an emerging democracy as the legacy of apartheid still lingers with us despite the country having gone through the bloodless transition of power. Unemployment, poverty, racism and educational chaos are some of the problems that still remain with us.

It would be difficult to suggest one particular research approach as the polarization of research into categories has not only constrained research but has facilitated it as well (Denzin & Lincoln 1998: 22). Whilst I would not argue overwhelmingly for the positivistic approach because I believe it to be narrow and parochial in its approach (and therefore limiting), certainly a case can be made for aspects of this approach. The survey questionnaire, for example, is widely used today even by those who purport to be following the qualitative approach.

Qualitative research is a form of enquiry that explores phenomena in their natural settings and uses multi-methods to interpret, explain and bring meaning to them. Denzin and Lincoln (1994: 3) define qualitative research similarly as “multi-method in focus, involving an interpretive, naturalistic approach to its subject matter.” That is to say that qualitative researchers study things “in their natural settings, attempting to make sense of, or interpret phenomena in terms of the meanings people bring to them.”

Qualitative research utilizes many sources that contribute to its shape and substance. The multiple perspectives, differing theoretical positions, diverse methods of collecting, interpreting and analysing data blend together to reveal a deep and rich form of research. It focuses on a variety of empirical materials- case study, personal experience, introspection, life story, interview, observation, historical, interactive and visual texts. In terms of methodology, too, a wide range of inter-connected methods is employed (Ibid).

The quality of qualitative research is greatly enhanced by the multiple methods of collecting data. These range from the interview to observation, to analysis of artifacts, documents and cultural records, use of visual materials of personal experiences. If only one method is used, the findings may be significantly influenced by the limitations of the technique. This use of multiple methods or triangulation is an attempt to secure an in-depth understanding of the phenomena in question. According to Flick (Denzin and Lincoln 1998: 4), this combination of multiple methods, empirical methods, perspectives and observers is a strategy that adds “rigor, breadth and depth to any investigation.”

Leedy (2005: 95) sees the qualitative research process as “holistic” and “emergent” with the focus, design, measurement instruments (e.g. interviews) and interpretations developing and possibly changing along the way.

Given the challenging nature of the task that awaits me viz. to enter the inner sanctum of the selection committee (a closed process protected by the undertaking of secrecy) and to discover its workings, I would definitely lean towards a qualitative approach. My rationale for this is simple. In my quest to unearth, what I would perceive to be the “truth”, I would have to strip away the illusory reality that selectors hide behind. I have no illusions that such an endeavour would require not only

surmounting obstacles that may be regarded as insurmountable (selectors will be tight-lipped, especially if they have acted improperly) but steely perseverance as well. Using the multiplicity of methods and instruments that qualitative research allows for, I have no doubt that I will be able to engage in the rigorous scrutiny that is required.

My main reasons for choosing the qualitative approach are:

- I do not wish to generalize as the scope of the study does not allow me to do this
- I wish to conduct an in-depth study of one research site (the case study)
- I am interested mainly in the perceptions of various stakeholders in the promotion process
- I wish to utilize the following multiple methods of data collection viz. semi-structured interviews of those involved in the selection process, analysis of documentation generated in the process as well as national legislation, HRM documents issued prior to each process and a questionnaire to elicit the perceptions of the various stakeholders.

I wish to reiterate the point that I believe that each approach has something to offer the modern researcher. He needs to firstly acquire an understanding of the different paradigms before he can hope to utilize the benefits on offer. However, despite having his feet in all ponds he will in time show a preference for the richness of the qualitative pond.

### **3.3. Sampling**

#### **3.3.1 Stratified Random Sampling**

The *population* encompasses the total collection of all members, cases or elements about which the researcher wishes to draw conclusions. As a result of the size of the population, it is usually not practical and economically feasible to involve all its members in a research project. Consequently we have to rely on a sample from the population.

For the purpose of this study, I wish to administer a questionnaire to educators who have applied for promotion posts in secondary schools in the Pinetown District i.e. my population frame (group or individuals that comprise the respondents).

There are 116 secondary schools, which prior to the democratic elections in 1994 were, administered racially i.e. House of Assembly (former White), House of Representatives (former Coloured), House of Delegates (former Indian) and Department of Education and Training / KZN-DEC (former African). Given that these schools were staffed and administered racially, I believe their experiences in selection of educators for promotion will be varied.

Accordingly, I have decided to utilize stratified random sampling. In this type of sampling the various strata or subpopulations are first identified and a random sample is then drawn from each separate stratum or subpopulation. In this manner a representative sample from a population with clearly distinguishable subpopulations is obtained with a greater degree of certainty than random sampling. With a stratified random sample we are ensured of this representativeness, irrespective of sample size, because it has been built into the sampling strategy right from the beginning. Obviously the researcher needs to be aware of the stratification variables i.e. the variables in terms of which the population may be divided into homogenous subpopulations. (Huysamen 1994: 41)

The schools will be divided firstly into subpopulations i.e HOA, HOR, HOD and DET. Thereafter a random sample will be drawn from each subpopulation. The size of the sample will be determined not on the size of the population per se but on the variance (heterogeneity) of the variable. The larger the variance of the variable, the larger the sample which is required.

Table indicating population and sample

Ex Department	No. of schools population)	No. of schools (sample)
House of Assembly	06	05
House of Delegates	30	20
House of Representatives	05	05
Department of Training & KZN	75	27
Total	116	57

### **3.3.2 The Case Study**

I have decided to choose one secondary school in the Pinetown district. My rationale for choosing this school is based on the following reasons:

- the school is at the forefront of transformation in that the learner population comprises both Indian and African learners.
- the staff complement also comprises Indian and African educators with an African educator being recently appointed to a Deputy Principal's post.
- the school is categorized as "complex" in that the learner population exceeds 1000 in number.
- the processes and systems necessary for effective teaching and learning are firmly in place.
- the governance structures are functional.
- the school has excelled consistently in the Senior Certificate Examinations.
- a number of promotion posts (contested and uncontested) have been undertaken.

A rigorous investigation of the entire promotion process, commencing with the advertising of the vacancy, composition of the selection committee, the sifting and short-listing of applications, the interview process to the stage of recommending the preferred candidate to the Department of Education. Part of the case study process will involve the process of document analysis (circulars, minutes of meetings, etc) so as to allow me to obtain a basic understanding of the process. Thereafter interviews will be conducted with members of the selection committee viz. parent component, union observers, principal and applicants.

## **3.4 Data Collection**

### **4.1 Instruments**

#### **4.1.1 The Survey Questionnaire**

Data sometimes lie buried deep within the minds or within the attitudes, feelings or reactions of men and women. One common tool utilized to probe below the surface and to observe data beyond the physical reach of the observer is the questionnaire. This impersonal probe allows us to reach people thousands of miles away, whom the researcher may never see. (Leedy 1993: 187)



The questionnaire is efficient in that it requires less time, is less expensive, has standardized questions, assures anonymity and allows for the collection of data from a much larger sample. Questionnaires are usually mailed although they may be administered personally. This allows the researcher the opportunity to establish rapport with the respondents, explain the purpose of the study and clarify individual items. However attempting to travel to each respondent in order to administer the questionnaire is impracticable, costly and negates the advantage of being able to reach a large sample. In using questionnaires, researchers rely totally on the honesty and accuracy of the participants' response. As a general guideline questionnaires should be attractive and brief. Sloppily constructed and lengthy questionnaires invite disaster. Careful thought must therefore be given to both the content and format of this instrument. (Gay 1992: 224).

I will utilize the survey questionnaire, which will comprise three sections, as my secondary research instrument. In Section A (Biographical Data), respondents will tick aspects such as gender, race, age, qualifications, current position, years in current position, etc. In Section B, questions will be posed on the actual promotion process and the manner in which it was conducted. A Likert type scale comprising a "strongly agree"- "strongly disagree" continuum will be used. In Section C (Open –ended Response), three questions requiring responses of approximately 10 lines will be posed.

- Identify what you consider as the strengths of the promotion policy
- Identify the weaknesses of the promotion policy and say how these may be overcome
- What are your views on the large number of educators being promoted from within their schools?

The questionnaire will be piloted in a secondary school. This will enable me to ascertain whether the questions are clear and unambiguous and the time required to answer the questionnaire. Changes, if required will be effected to ensure that the efficacy of the research instrument is maximized. The Statistical Package for the Social Sciences (SPSS) will be utilized to analyse the data.

#### **3.4.1.2 A Case Study**

The term *case study* pertains to the intensive study of a limited number of units of analysis (often one) such as an individual, group or institution. A case study is

directed at the understanding of the “uniqueness and the idiosyncrasy of a particular case in all its complexity. (Huysamen 1994: 178). Case studies according to Merriam, 1988 and Yin, 1989, is when the researcher explores a single entity or phenomenon (“the case”) bounded by time and activity (a program, event, process, institution, or social group) and collects detailed information by using a variety of data collection procedures during sustained period of time (Creswell, 1994).

According to Gay (1992) a case study is the in-depth investigation of an individual, group, or institution. The primary purpose of such a study is to determine the factors and the relationship among the factors that have resulted in the current behaviour or status of the subject of the study

Bogdan and Biklen (1992: 62) liken a case study to a funnel. From a broad exploratory beginning they move to more directed data collection and analysis. They continually modify the design as they learn more about the study.

My rationale for choosing the case study approach is based solely on my conviction that it alone will yield the richness of data that I seek. Given that the promotion process is a detailed and complex endeavour that involves many individuals, I will need to undertake an intensive analysis of the process if I am to understand the manner in which it is operationalized. This will entail collecting detailed information using a variety of data collection procedures viz. document analysis (HRM Circulars, minutes of meetings of the SGB as well as of the selection process, correspondence, etc.). This will provide me with the broad understanding that I require initially. Thereafter, I shall utilize the semi-structured interview in an attempt to get a deeper understanding of the manner in which the process was implemented.

The semi-structured interview, is a data collection technique used extensively by qualitative researchers and which allows for in-depth interviewing. An interview, described as an interaction involving the interviewer and interviewee and whose purpose is to obtain reliable and valid information, may range from casual conversation to more formal lengthy interactions.

It has often been described as “conversation with a purpose” (Kahn & Cannell as cited in Marshall & Rossman 1989: 82). Kerlinger (1992: 441) concurs, viewing it as “a face-to-face interpersonal role situation”. Van Dalen (1979: 160) sees it as “a dynamic, inter personal experience that is carefully planned.”

I intend to conduct semi-structured interviews in an informal setting so as to ensure that the informants are “comfortable”. In this way I will be able to “gain an insight into the character and intensity of the respondent’s attitudes, motives and feelings.” (Ibid : 160)

Whilst I will work with a prepared interview schedule, I will be guided by their responses, which, I believe, will allow me to “probe”, seek clarification and elaboration from informants. Whilst I am aware that initially they will be wary and guarded in their responses, I have no doubt that once I have won their confidence, they will begin to “open up to me”. Interviewers have to strike a “careful balance between establishing the kind of relationship with respondents that will encourage them to be frank and truthful, and avoiding becoming too friendly so that respondents try hard to please. ‘ Friendly but restrained’ is the phrase often used to describe this attitude.” (McNeill 1990: 39).

Interviews have the following advantages. It is a useful way to obtain large amounts of data quickly and where more than one person is interviewed, a wide variety of information. It also allows for immediate follow-up questions and, if required, clarification. By establishing rapport and trust, the interviewer can often obtain data that subjects would be loathe to give in a questionnaire (Gay 1992: 231). The additional advantage is that I can seek follow-up interviews should I so desire. The fact that I am able to interview many individuals (representing each component) separately affords me the opportunity to obtain the different perspectives as well to triangulate responses and ensure the validity that is crucial in research. Follow-up interviews may also be scheduled at a later date.

Disadvantages include a lack of willingness on the part of the informant to share information, or worse, to indulge in falsehoods to portray oneself in a positive light. The interviewer, too, may lack the requisite expertise and skills (communication and inter-personal relations) and may therefore not pose appropriate questions, detect subtle nuances in responses or “probe” when the opportunity presents itself. Properly utilized, however, interviews can yield a richness of data that qualitative researchers can dream of.

### **3.4.2 Data Analysis**

**3.4.2.1 Questionnaires** will be administered to educators who have applied for posts irrespective of whether they have been successful or not. Permission has been sought from the Department of education, as I will require access to the sites I have chosen. Given the difficulties experienced with questionnaires, I will attempt to deliver and collect same personally. If possible, I will attempt to address respondents on the importance of the research and the need for them to participate in this project. In instances where I am unable to do this, I will utilize a known colleague from that particular site to co-ordinate the administering and retrieval of the questionnaires. Thereafter I will subject the questionnaires to the SPSS.

### **3.4.2.2 Case Study**

Before engaging in the interviews, all necessary documentation (minutes of meetings, HRM Circulars, correspondence, memoranda, etc.) will be collected and subjected to a critical analysis to obtain a basic understanding of the process. Thereafter semi-structured interviews will be conducted with selectors, union observers, principal and applicants. These will be taped and prepared transcripts will then be presented to interviewees for verification. Changes may be effected to correct any inaccuracies before the actual analysis is undertaken.

### **3.4.2.3 Document Analysis**

In order to understand the procedures and processes of the promotion policy as agreed to by the relevant stakeholders in the provincial chamber of the Education Labour Relations Council, I will engage in a critical analysis of the following:

- all pertinent legislation affecting the promotion policy: SASA, LRA, EEA, etc.

- Human Resource Management Circulars since the creation of selection committees: HRM 58 of 1998, HRM 37 of 1999, HRM 70 of 2000, HRM 16 of 2002 and HRM 62 of 2003, etc.
- minutes of meetings of both the selection committee as well as of the SGB
- all correspondence between the SGB and the department of education in respect of the promotion processes that have been implemented at my research site i.e. the case study.

### **3.5 Ethical Considerations**

Unlike the natural sciences, the object of study in the social and behavioural sciences, are humans themselves. Social and behavioural scientists do not have a free rein in respect of research procedures, which may be performed. If valid conclusions are to be ensured, then procedures (even though not feasible) are required for ethical considerations (Huysamen, 1994: 178)

In the first instance, permission has to be sought from the Education Department to enable the researcher to approach participants with the view to conducting the research. I have written to the Regional Senior Manager (Ethekezwini Region) requesting permission in this regard. A copy of this will be attached to each questionnaire or to interviewees (as the case may be) in order to establish my bona fides.

Ethical considerations come into play at three points of the research process:

- When the participants are recruited
- During the intervention
- In the release of results

Certainly, participants and subjects should neither be gulled into participating under false pretences, nor be coerced into participating. In order to ensure validity, "participation of subjects must be voluntary and based on informed consent" (Simon and Burstein: 453). Coercion, whether subtle or blatant, is ethically unacceptable. Certainly bribing or the payment of honorariums count as gentle persuasion and hence may affect the internal and external validity of the research project. I intend to make full disclosure to participants in respect of my intentions and the rationale behind the study. I will further point out the benefits as a whole (perhaps an amendment to the

policy) to participants. In any event, I will offer either to make the results known to participants once the study has been completed or alternatively offer to conduct a lecture based on my research study. I will undertake this in an effort to express my gratitude for their participation. I also consider it important for future researchers, who may want to contact these individuals with the view to securing their participation in some other study.

Ideally, the informed consent of prospective participants should be sought beforehand. They should be offered the opportunity to ask questions, seek clarification, etc. in the promotion process. Selectors are required to sign an undertaking of confidentiality. Consequently, selectors might feel that participating in the study would constitute a breach of that confidentiality. The challenge I face would be to convince them that such a breach would certainly not be deemed unethical. Where the semi – structured interviews are concerned I will allow participants to view transcripts and to make any changes they might deem necessary. Not only would such a step instil confidence in the participant but in seeking verification it would also ensure that I am proceeding ethically. In the final analysis the ethical responsibility of the welfare of participants lies with the researcher.

### **3.6. Measures to ensure trustworthiness**

It is generally accepted that the inclusion of multiple sources of data collection in a research project is likely to increase the reliability. The term “triangulation” was coined by Denzin to describe the use of a multiplicity of data collection methods. Duffy mentions “methodological triangulation” as the use of two or more methods of data collection procedures within a single study (Leedy: 1993)

I intend to use the semi – structured interviews (case study) as my primary research instrument. I will ensure validity this instrument by interviewing all the different role players involved in the selection process namely the selectors, observers, Departmental nominee, the principal, if he is not the Departmental nominee, and the candidates. My secondary research instrument, the questionnaire is an attempt to ensure the extensive nature of the study. It is also an attempt to triangulate and therefore verify the data collected via the primary research instrument namely the interviews.

### **3.7 Validity**

Validity looks at the end results of measurement. The principal question is whether we are really measuring what we think we are measuring. The qualitative researcher focuses on validity – data that is representative of a true and full picture of what the researcher is trying to investigate. Internal validity represents the freedom from bias in forming conclusions in view of the data. The internal validity of a research study is the extent to which it's design and the data it yields allow the researcher to draw accurate conclusions about cause and effect and other relationships within the data (Leedy 2005:97). External validity is concerned with the generalizability of the conclusions reached through observation of a sample to the universe i.e. can the conclusions drawn from the sample be generalized to other cases? (Ibid: 99)

### **3.8 Reliability**

Reliability deals with accuracy. It asks a central question: with what accuracy does the measure (in this instance the questionnaire) measure what it is intended to measure? The quantitative researcher focuses heavily on reliability – data that is consistent. The more reliable a test is the more confidence we can have that the scores obtained will be essentially the same if the test is replicated.

### **3.9 The researcher as an instrument**

Whilst I have chosen semi – structured interviews (case study) as my primary instrument and the questionnaire as a secondary instrument, I am under no illusions about my own role (as researcher) in this study. Notwithstanding my understanding that there is no such concept as total objectivity, only varying degrees of subjectivity, I deem it necessary to comment on my “objectivity” as the researcher.

I have already alluded to my experiences as a candidate in two promotion processes (HRM 58 of 2001 and HRM 16 of 2002) where I was informed by a selector (the chairperson of the interview committee) that I was unfairly treated. In the first process I declared a grievance and subsequently a dispute. In the second process I have lodged a grievance in respect of two interviews. Given my “negative experiences” I am mindful of the extent to which my bias might insinuate itself into my research. I

therefore wish to declare unequivocally that I will exercise the necessary caution to ensure that my unpleasant experiences do not contaminate my research.



## **Chapter 4 - Data Analysis**

### **4.1. Introduction**

The information presented in this chapter represents the data collated as a result of my research endeavours. I will present the information in terms of the research instruments that I have utilized viz. the case study (primary research method) and the survey questionnaire (secondary research method). The survey questionnaire has been subjected to the Statistical Package for Social Sciences (SPSS) program and will be analysed in terms of the common trends that emerged in the pre – interview, interview and post – interview stages. Thereafter, emerging patterns in the general section will be interrogated. Finally the responses to the questions in the open – ended will be collated and critically commented on. The analysis will serve as the fore – runner to the case study that I engaged in. A brief overview of the five interviewees will be offered, followed by an in – depth analysis of emerging patterns in respect of knowledge/ skills of the selection committee, the pre – interview process, the interview process and the general section. Finally the dispute in respect of the Deputy Principal’s post will be delved into. The promotion process for this particular post will be interrogated with the view to understanding the reasons for this grievance turned dispute.

### **4.2 The Questionnaire (Findings)**

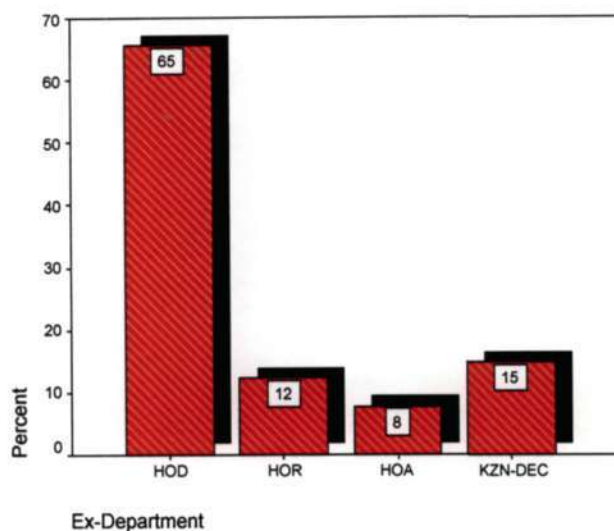
The following represents an analysis of both the structured and open-ended questions of the questionnaire.

#### **4.2.1 Respondents’ biographical details:**

The respondents’ biographical details were elicited in an attempt to gain an insight about the composition of the population under study in order to make it possible to determine if inferences can be made from the findings of this research.

#### 4.2.1.1 Ex-Departments

FIGURE 1 - GRAPH



Despite South Africa being 10 years into the much-heralded democracy, very little transformation has taken place in schools especially in respect of the composition of staff members. Schools basically remain segregated along racial lines: HOA (predominantly White), HOR (predominantly Coloured), DET and KZN-DEC (predominantly African) and HOD (predominantly Indian). Hence responses from the various Ex- Departments can be seen as significant as it represents varied experiences. The response from the Ex- HOD schools was significant in that it totalled 65.5% (almost twice as much) as opposed to 34.5% of the other Ex-Departments. This excellent response could be attributed to the fact that the principal of my school assisted me in the collection of the questionnaires by personally visiting the schools.

#### 4.2.1.2 Rank in School

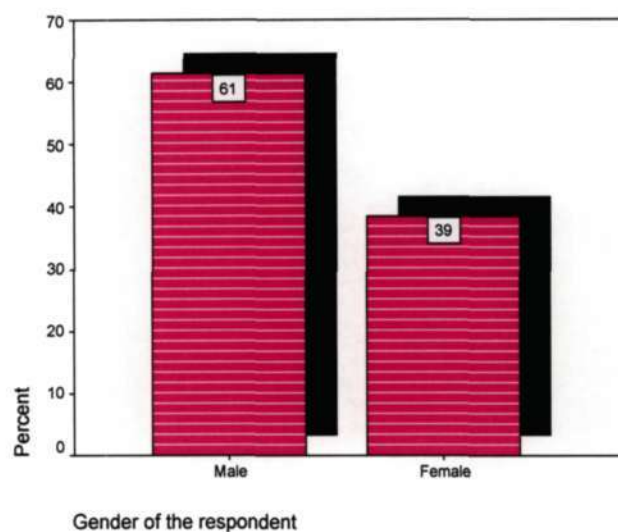
FIGURE 2 - TABLE

		Rank in the school			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Level one educator	93	47.2	47.2	47.2
	Head of Department	52	26.4	26.4	73.6
	Deputy Principal	24	12.2	12.2	85.8
	Principal	16	8.1	8.1	93.9
	Acting (H.O.D,D.P,Principal)	12	6.1	6.1	100.0
	Total	197	100.0	100.0	

47.2% of the respondents occupy the level one rank and will therefore be seeking their first promotion whilst 38.6% (Heads of Department and Deputy Principals) already occupy a promotional rank but will be seeking a higher rank. A very small percentage (6.1%) are in an acting capacity.

#### 4.2.1.3 Gender

FIGURE 3 - GRAPH



In terms of the gender of the respondents there were more males (61.4%) than females (38.6%). It may very well be that more males apply for promotion than females. Perceptions do exist that male applicants are viewed more favourably by selection committees than females and this could explain why fewer females apply.

#### 4.2.1.4 Teaching Experience

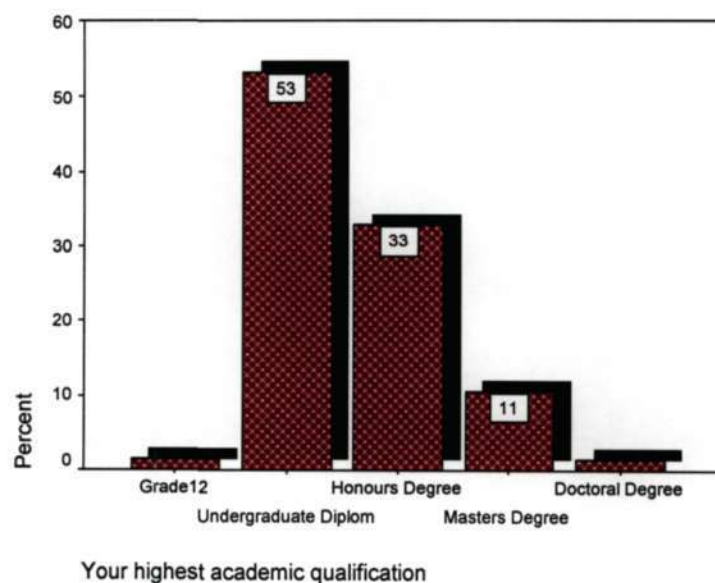
FIGURE 4 - TABLE

		Experience in teaching			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1-10 years	15	7.6	7.6	7.6
	11-15 years	36	18.3	18.3	25.9
	16-20 years	56	28.4	28.4	54.3
	21-25 years	62	31.5	31.5	85.8
	26-30 years	24	12.2	12.2	98.0
	more than 30 years	4	2.0	2.0	100.0
	Total	197	100.0	100.0	

It is significant to note that 92.4% of respondents have a teaching experience of greater than 10 years and an equally significant 78.2% of respondents' experience ranges between 11 to 25 years. It is obvious that the sample represents an educator workforce that is extremely experienced. Such experience can only yield data that is rich and significant to the study.

#### 4.2.1.5 Educational Qualifications

FIGURE 5 - GRAPH



It is clear that educators are extremely qualified. 53.3% of the respondents are in possession of either an undergraduate degree or diploma while an equally impressive 43.7% are in possession of either a honours or masters degree i.e. postgraduate degrees. Notwithstanding the fact that qualifications are not considered essential to ensure promotion to the next rank, educators with qualifications will feel confident that they possess the necessary credentials to warrant seeking a promotion.

#### 4.2.1.6 No of times applied for promotion/ No of times short listed for interviews

FIGURE 6 - TABLE

How many times did you apply for promotion.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1 time	37	18.8	19.5	19.5
	2-5 times	107	54.3	56.3	75.8
	6-10 times	16	8.1	8.4	84.2
	more than 10 times	30	15.2	15.8	100.0
	Total	190	96.4	100.0	
Missing	Missing	7	3.6		
Total		197	100.0		

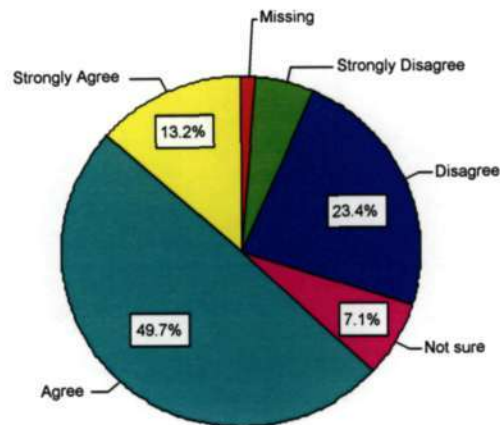
62.4% of respondents indicated that they had applied for promotion posts between 2 to 10 times with 15.2% having applied in excess of 10 times. Of these 24.9% of the candidates were short-listed only once and a further 39.1% between 2 to 5 times. Thereafter the invitations decrease for those who have been invited 6 to 10 times (11.7%) and 14.7% (in excess of 10 times).

It is very obvious that respondents have applied for promotion and have been invited for interviews. I am hopeful that their extensive experience in this process will result in their responses being significant.

#### 4.2.2 Pre – Interview Process

##### 4.2.2.1 The Management Plan allows candidates sufficient time to apply

FIGURE 7 - GRAPH



The majority of respondents (63.9%) agree that sufficient time is given to candidates to apply. This is necessary as a lot of time and effort is required to fill in the necessary documentation. In instances where promotion bulletins contain errors amended bulletins have been issued. Time frames which have been increased are not, however, communicated timeously to the candidates. In the latest process the date was extended on three occasions.

##### 4.2.2.2 The assessment of language policy discriminates against certain candidates

FIGURE 8 - TABLE

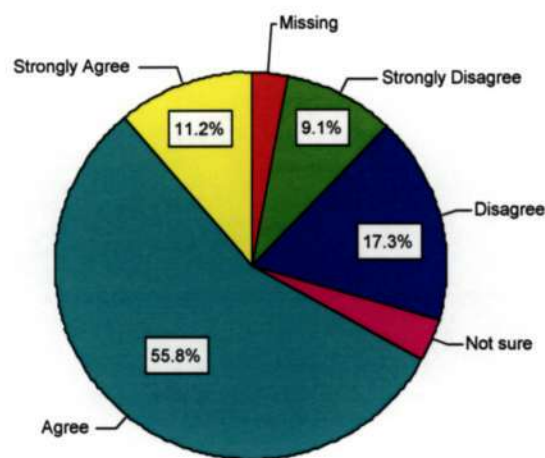
The assessment of language proficiency discriminates against certain candidates.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	7	3.6	3.6	3.6
	Disagree	29	14.7	15.1	18.8
	Not sure	49	24.9	25.5	44.3
	Agree	79	40.1	41.1	85.4
	Strongly Agree	28	14.2	14.6	100.0
	Total	192	97.5	100.0	
Missing	Missing	5	2.5		
Total		197	100.0		

Candidates are expected to indicate their language proficiency in English, Afrikaans and Isi-Zulu when they apply for posts. 55.7% agree that this discriminates against certain candidates. Given that schools are still segregated along racial lines, the HRM documents urges candidates to be mindful of the culture and contextual factors when applying. One could reasonably expect a school where the medium of instruction is Isi-Zulu to show a preference for those educators who are proficient in same.

#### 4.2.2.3 The minimum teaching experience required for each post level is fair

FIGURE 9 - GRAPH



The majority of candidates (69.1%) agree that the minimum educational experience for each post level is fair. The levels are low as the intention is to allow for a great measure of inclusivity. Whether an educator is “ready”, for example, to fulfil the duties of a Head of Department after only three years of educational experience is debatable. These low levels of teaching experience has resulted in large numbers of educators applying.

**4.2.2.4 The CV1 caters for all areas of your educational experience and expertise**

FIGURE 10 - TABLE

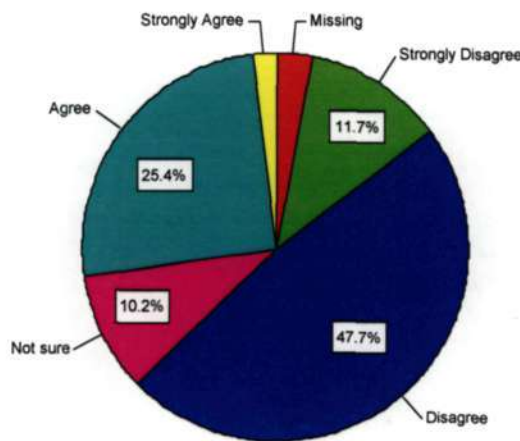
The CV 1 caters for all areas of your educational experience and expertise

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	10	5.1	5.2	5.2
	Disagree	70	35.5	36.5	41.7
	Not sure	17	8.6	8.9	50.5
	Agree	84	42.6	43.8	94.3
	Strongly Agree	11	5.6	5.7	100.0
	Total	192	97.5	100.0	
Missing	Missing	5	2.5		
Total		197	100.0		

There seems to be no significant difference in responses in this regard as 49.5% agreed that the CV1 caters for all areas of educational experience and expertise while 41.7% did not. Candidates are assessed according to *Leadership (Administrative, Management and Related Experience), Organisational Ability and Experience, Professional Development Educational Experience and Insight and Community Involvement.*

**4.2.2.5 The number of words allocated for each area (CV1) is adequate**

FIGURE 11 - GRAPH



A significant number of respondents (59.4%) are of the opinion that the number of words (100 or 80 depending on the category) is inadequate. In the earlier promotion process, applicants were allowed the latitude of 1000 words to comment on all areas. Presumably applicants now feel disadvantaged as they are now restricted in terms of



indicating to the selection committee the full repertoire of their achievements. "What to leave out" will now become a conundrum especially for those candidates whose list of achievements is considerable. It would seem that the promotion policy requires candidates to exercise their précis writing skills.

#### 4.2.2.6 The weighting of the different areas (CV) is appropriate.

FIGURE 12 - TABLE

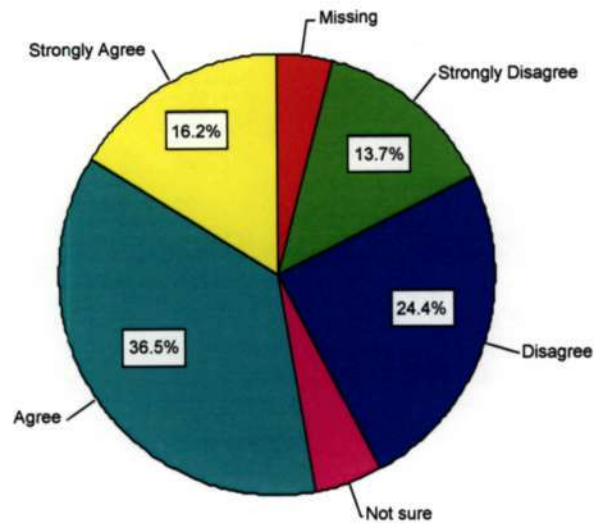
The weighting of the different areas ( CV 1) is appropriate.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	12	6.1	6.3	6.3
	Disagree	72	36.5	37.5	43.8
	Not sure	25	12.7	13.0	56.8
	Agree	79	40.1	41.1	97.9
	Strongly Agree	4	2.0	2.1	100.0
	Total	192	97.5	100.0	
Missing	Missing	5	2.5		
Total		197	100.0		

Respondents were divided equally in their views on the weighting of the areas in the CV with 43.2% agreeing that it is appropriate and 43.8% taking the opposite view. Areas such as Leadership (Management, administrative and related experience) and Professional Development are weighted twice as much (14) as the other categories viz. Organizational Ability and Community involvement (7). The category on Personality and Human Relations was removed from the latest process. The reason for this division could stem from the fact that there are educators who feel that an aspect like community involvement has no significant bearing on the choice, for example, a Deputy Principal.

#### 4.2.2.7 Community involvement should be taken into account

FIGURE 13 - GRAPH



This represents a very contentious issue. 55% agreed that Community Involvement should be taken into account with 39.7% disagreeing. There are those who feel that this aspect has no significant bearing, for example, in the choice of a competent Deputy Principal.

#### 4.2.2.8 It is difficult to assess Personality and Human relations.

FIGURE 14 - TABLE

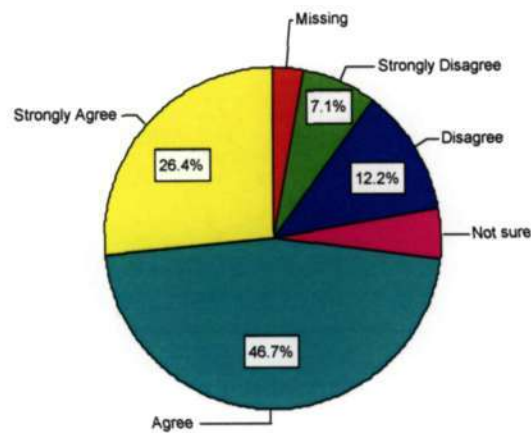
It is difficult to assess personality and human relations

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	4	2.0	2.1	2.1
	Disagree	15	7.6	7.9	10.0
	Not sure	9	4.6	4.7	14.7
	Agree	102	51.8	53.7	68.4
	Strongly Agree	60	30.5	31.6	100.0
	Total	190	96.4	100.0	
Missing	Missing	7	3.6		
Total		197	100.0		

It is not surprising that 82.3% of respondents agree that it is extremely difficult to assess personality and human relations. The Department of Education has since acknowledged this fact as in HRM 62 of 2003, this aspect no longer appears as a category.

#### 4.2.2.9 The CV should be verified and validated by the principal.

FIGURE 15 - GRAPH



The majority of respondents (75.4%) believe that the CV should be verified and validated by the principal. While the EC1 (qualifications and work experience) is validated no such measure exists for the CV (applicant's achievements). This lack of verification could lead to candidates being less than honest in respect of their achievements.

#### 4.2.2.10 The criteria used to shortlist candidates to a manageable number is fair.

FIGURE 16 - TABLE

The criteria used to shortlist candidates to a manageable number is fair.

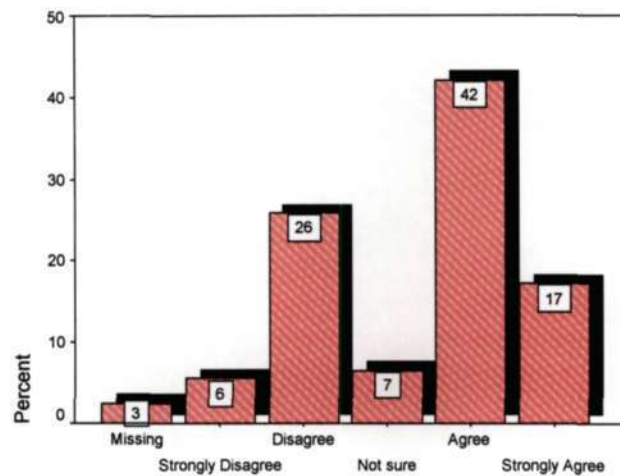
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	36	18.3	18.8	18.8
	Disagree	53	26.9	27.6	46.4
	Not sure	36	18.3	18.8	65.1
	Agree	64	32.5	33.3	98.4
	Strongly Agree	3	1.5	1.6	100.0
	Total	192	97.5	100.0	
Missing	Missing	5	2.5		
Total		197	100.0		

More respondents (46.4%) are of the opinion that that the criteria used to shortlist candidates to a manageable number is unfair as opposed to 34.9% who felt that it was fair. This finding is corroborated by Moodley (2001). Educators from the Ex HOA, however, saw the criteria as being fair. Whilst the HRM Circulars stipulate the

minimum requirements in respect of eligibility, selection committees faced with the inordinate number of applications usually decide on their own criteria which are not in keeping with the relevant legislation viz. the LRA (66 of 1995) and the EEA (55 of 1998). Reboire (Gounden 2000: 40) is of the view that the selection criteria instrument and interpretation of the CV are subjective.

#### 4.2.2.11 The process of applying is costly

FIGURE 17 GRAPH

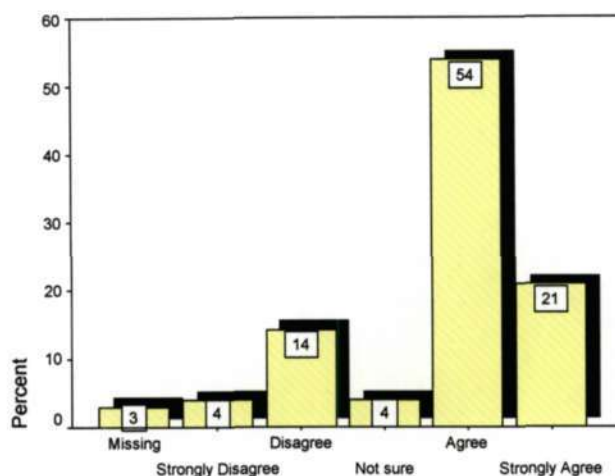


The process of applying is costly.

The majority of respondents (60.9%) concurred that the process of applying is costly. This response is understandable as applicants had to include a self-addressed envelope (with stamp) for each post applied for. The greater the number of posts applied for the greater the costs incurred. Candidates who choose to post their applications to the relevant District Offices would incur further costs. When deadlines have to be met, candidates choose to travel to the relevant District Offices to drop off applications again incurring costs.

#### 4.2.2.12 The process of applying is time-consuming

FIGURE 18 - GRAPH



The process of applying is time - consuming.

77% of the respondents agreed that the process of applying is time-consuming. Applicants were obliged to include the following for each post applied for: completed CV1, completed EC1 and self-addressed envelope. This process was not helped by the Department amending the Bulletins or effecting changes in the midst of a process.

#### 4.2.2.13 Candidates acting in a post at the school should be given preference

FIGURE 19 - TABLE

Candidates acting in the post at the school should be given preference.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	30	15.2	15.5	15.5
	Disagree	54	27.4	28.0	43.5
	Not sure	19	9.6	9.8	53.4
	Agree	52	26.4	26.9	80.3
	Strongly Agree	38	19.3	19.7	100.0
	Total	193	98.0	100.0	
Missing	Missing	4	2.0		
Total		197	100.0		

Respondents were divided on the issue of whether candidates acting in a post at the school should be given preference with 46.6% agreeing and 43% disagreeing.

**4.2.3 The Interview Process**

**4.2.3.1 The notice period (5 working days) is adequate.**

FIGURE 20 - TABLE

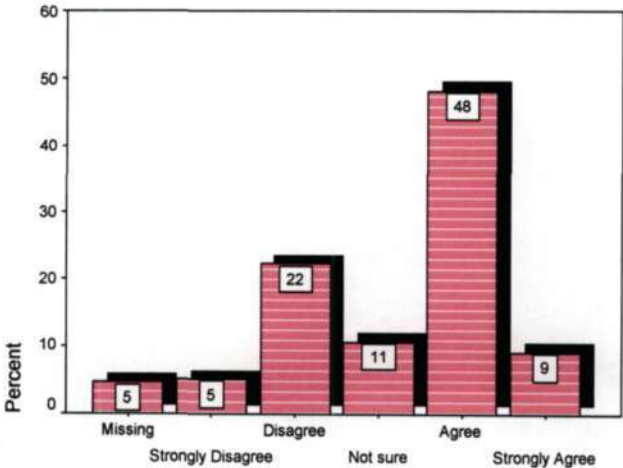
The notice period ( 5 working days ) is adequate.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	8	4.1	4.2	4.2
	Disagree	44	22.3	23.0	27.2
	Not sure	3	1.5	1.6	28.8
	Agree	107	54.3	56.0	84.8
	Strongly Agree	29	14.7	15.2	100.0
	Total	191	97.0	100.0	
Missing	Missing	6	3.0		
Total		197	100.0		

Respondents (71.2%) seemed quite happy with the notice period of 5 working days. Even in instances where candidates were unable to attend, arrangements were made, as far as possible, to accommodate candidates.

**4.2.3.2 The atmosphere and setting are designed to make candidates feel at ease**

FIGURE 21 - GRAPH



The atmosphere and setting are designed to make candidates

61% of respondents as opposed to 28.7% agreed that the atmosphere and setting were designed to make applicants comfortable. Interviews can prove to be a nerve-racking experience for some candidates. It is therefore important that applicants are not intimidated either by the selectors or the setting as this may lead to the candidate under performing.

#### 4.2.3.3 The questions tests suitability and competence for the post

FIGURE 22 - TABLE

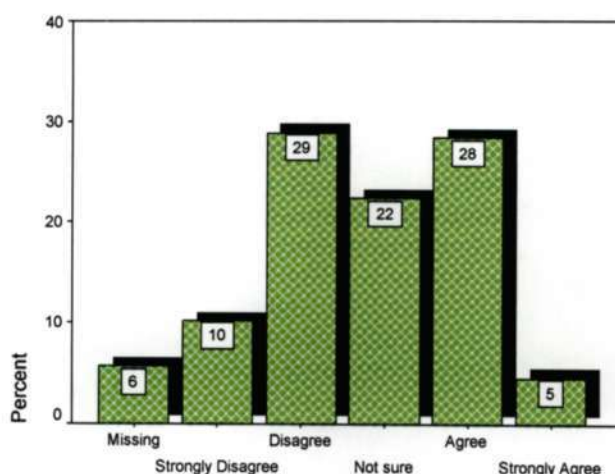
The questions test competence and suitability for the post.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	28	14.2	15.1	15.1
	Disagree	58	29.4	31.2	46.2
	Not sure	25	12.7	13.4	59.7
	Agree	61	31.0	32.8	92.5
	Strongly Agree	14	7.1	7.5	100.0
Total		186	94.4	100.0	
Missing	Missing	11	5.6		
Total		197	100.0		

Respondents were divided on the question of whether the questions posed at the interview tested competence and suitability for the post with 44.3% agreeing and 46.3% disagreeing. Questions that are open-ended in nature, invite vague and generalized responses. It is extremely difficult to be able to assess such responses.

#### 4.2.3.4 The selectors listen attentively to responses

FIGURE 23 - GRAPH



Selectors listen attentively to responses.

It is interesting that 23.7% of the respondents were not sure whether selectors listen attentively to responses. 44.4% felt that selectors do not listen attentively with 34.9% believing that selectors are attentive. This lack of attention on the part of the selectors can be attributed to the fact that selectors are preoccupied with jotting down notes in order to justify their scores. According to Waters (Gounden 2000: 34) extensive note-taking would indicate to the candidate that he is not being listened to. Moodley (2001: 40) makes reference to selectors filling in forms while the candidate was speaking.

#### 4.2.3.5 Selectors are competent to assess the suitability of the candidate

FIGURE 24 - TABLE

Selectors are competent to assess the suitability of the candidate.

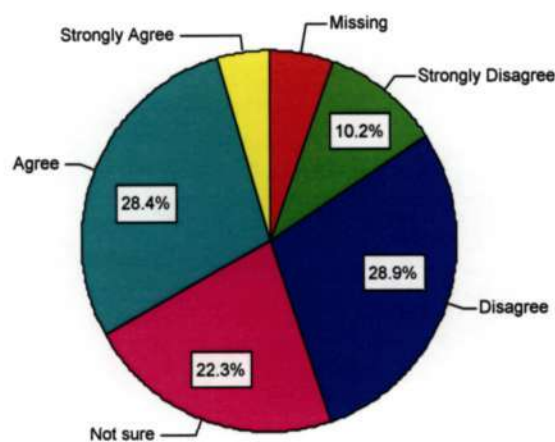
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	55	27.9	29.4	29.4
	Disagree	80	40.6	42.8	72.2
	Not sure	29	14.7	15.5	87.7
	Agree	16	8.1	8.6	96.3
	Strongly Agree	7	3.6	3.7	100.0
	Total	187	94.9	100.0	
Missing	Missing	9	4.6		
	System	1	.5		
	Total	10	5.1		
Total		197	100.0		

There was unanimity in respect of whether selectors are competent to assess the suitability of candidates for school-based posts with 72.2% believing they are not. Only 12.3% agreed that they are competent. A significant 15.5% was not sure. This finding seems to lend credibility to the feeling that it is time that professionals should be utilized to assess professionals. Moodley (2001: 35) points out that the majority of respondents from the Ex HOD, HOR and DET were of the view that parents should not be involved in the selection of teachers.



#### 4.2.3.6 The response time allocated for each question is adequate

FIGURE 25 - GRAPH



Opinions were divided as to whether the response time for each question is adequate with 48.4% agreeing and 40.9% disagreeing. Candidates are expected to interpret a question, formulate a response and articulate same within a 3 minute period. Selectors are expected to choose a Principal, for example, in an interview lasting between 25-30 minutes.

#### 4.2.3.7 Candidates are allowed to round off responses when the time allocated is exceeded

FIGURE 26 - TABLE

Candidates are allowed to round off responses when the time allocated is exceeded.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	10	5.1	5.3	5.3
	Disagree	34	17.3	18.1	23.4
	Not sure	31	15.7	16.5	39.9
	Agree	104	52.8	55.3	95.2
	Strongly Agree	9	4.6	4.8	100.0
	Total	188	95.4	100.0	
Missing	Missing	9	4.6		
Total		197	100.0		

Most respondents (60.1%) agree that they are given the opportunity to round off their responses despite the 3 minute period expiring. 23.4% of the candidates disagree while 16.5% of the respondents indicated that they were not sure.

#### 4.2.3.8 Candidates who are verbally strong (eloquent) enjoy an advantage in the interview.

FIGURE 27 - TABLE

Candidates who are verbally strong ( Eloquent ) enjoy an advantage in the interview.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	5	2.5	2.6	2.6
	Disagree	9	4.6	4.8	7.4
	Not sure	6	3.0	3.2	10.6
	Agree	81	41.1	42.9	53.4
	Strongly Agree	88	44.7	46.6	100.0
	Total	189	95.9	100.0	
Missing	Missing	8	4.1		
Total		197	100.0		

It is quite clear that the majority of respondents (89.5%) agree that candidates who are eloquent enjoy an advantage at the interview. Only 7.4% of respondents disagreed. Gounden (2000) makes the point that interviews are not effective in selecting the best candidate as often there is a difference between the interview and the CV. Other strategies must be employed in conjunction with the interview in order to ensure that the best candidate is selected.

#### 4.2.3.9 The time schedule for the interview process is not adhered to

FIGURE 28 - TABLE

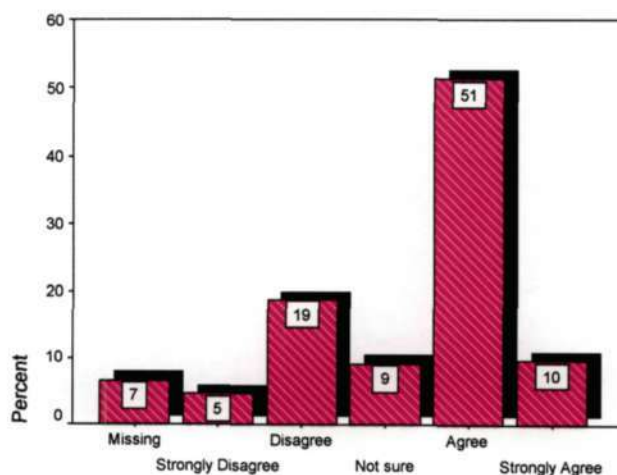
The time schedule for the interview process is not adhered to.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	4	2.0	2.1	2.1
	Disagree	61	31.0	32.6	34.8
	Not sure	42	21.3	22.5	57.2
	Agree	61	31.0	32.6	89.8
	Strongly Agree	19	9.6	10.2	100.0
	Total		187	94.9	100.0
Missing	Missing	10	5.1		
Total		197	100.0		

42.8% of respondents agreed that the time schedule for interviews have not been adhered to while 22.5% were not sure. Gounden (2000: 80) refers to the conflict between the commitment of selectors to the selection process and to their daily jobs. Selectors had to take days off work while others had to sacrifice weekends clearly inconveniencing selectors. Salaries were also affected as the principle of “no work no pay” was enforced (Ibid: 82).

#### 4.2.3.10 Union observers are present

FIGURE 29 - GRAPH



Union observers are present.

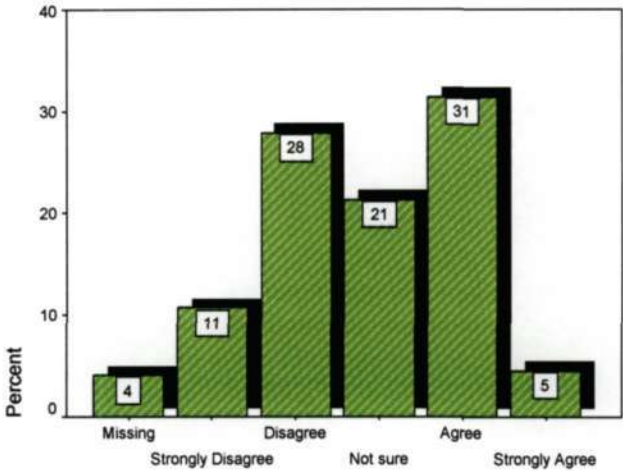
There is widespread agreement (65.2%) that union observers are generally present at interviews. Of the three recognized teacher unions (SADTU, NAPTOSA and SAOU), it is not always that all three are present. Unions argue that the shortage of human resources compounded by the tight schedule of interviews does not permit them to be

able to deploy observers. When observers from the school at which the post is advertised is deployed, the “objectivity” of the process is compromised. Union observers are crucial to the process as they play a monitoring role thereby reducing instances of nepotism and personal preference.

**4.2.4 Post-Interview Process**

**4.2.4.1 The time frames in the management plan are adhered to**

FIGURE 30 - GRAPH



The time frames in the management plan are adhered to.

There seems to be no significant difference in the responses in respect of whether the time frames in the management plan are adhered to (40.2% of respondents disagree, 37.6% agree and 22.2% were not sure). It is noticeable however that processes are never completed as per management plan, ensuring that candidates have to wait anxiously to ascertain whether they have been successful or not.

#### 4.2.4.2 Successful candidates are informed personally

FIGURE 31 - TABLE

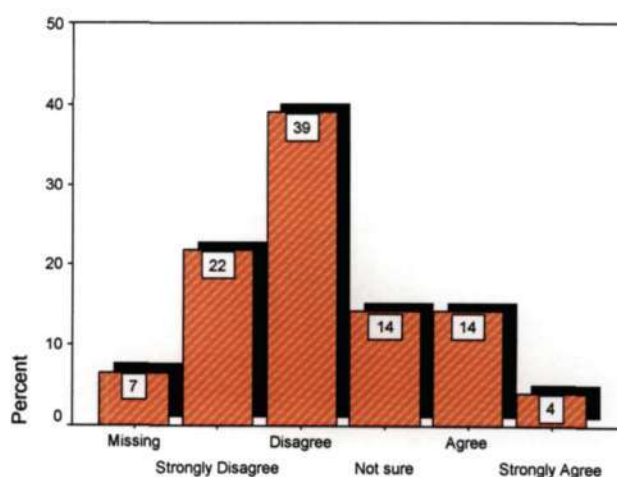
Successful candidates are informed personally.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	10	5.1	5.4	5.4
	Disagree	35	17.8	19.0	24.5
	Not sure	47	23.9	25.5	50.0
	Agree	80	40.6	43.5	93.5
	Strongly Agree	12	6.1	6.5	100.0
	Total	184	93.4	100.0	
Missing	Missing	13	6.6		
Total		197	100.0		

50% of respondents agree that successful candidates are informed personally while 24.5% disagree. There have been occasions in the past when candidates had to scour the newspaper in order to ascertain whether they have been successful or not. As recent as 2000, one was able to ascertain this from one's union before being informed by the employer. Professionalism demands that candidates be informed, first and foremost, by the employer rather by some third party.

#### 4.2.4.3 Unsuccessful candidates are informed personally

FIGURE 32 - GRAPH



Unsuccessful candidates are informed personally.

65.2% of respondents disagree that unsuccessful candidates are informed personally. It is an act of professionalism to inform those who have not been successful. Even more helpful would be to give reasons to unsuccessful candidates so that they may capacitate themselves.

#### 4.2.4.4 Expecting candidates to take up posts during the academic year is disruptive

FIGURE 33 - TABLE

Expecting candidates to take up posts during the academic year is acceptable.

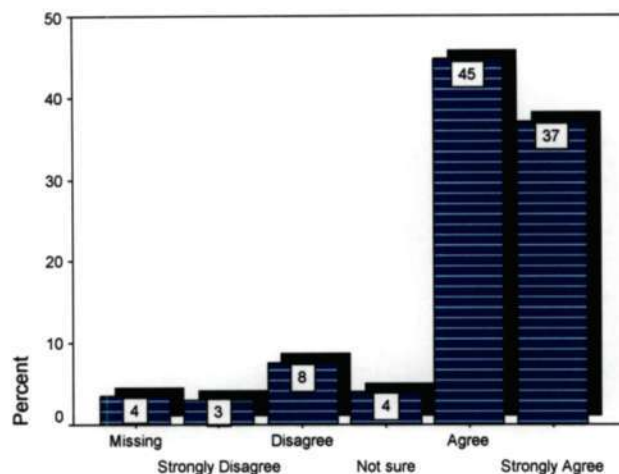
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	42	21.3	22.6	22.6
	Disagree	55	27.9	29.6	52.2
	Not sure	19	9.6	10.2	62.4
	Agree	60	30.5	32.3	94.6
	Strongly Agree	10	5.1	5.4	100.0
	Total	186	94.4	100.0	
Missing	Missing	11	5.6		
Total		197	100.0		

37.7% agree that taking up posts during the academic year can be disruptive while 65.2% disagree. Those that agree probably believe that the process is disruptive as successful candidates move to their new schools leaving their classes (sometimes matric) without a teacher. It is no easy task to find suitable replacements in the middle of an academic year at short notice. Expecting successful candidates to take up posts at the beginning of the academic year would appear to be the solution.

## 4.2.5 General Questions

### 4.2.5.1 Promotion is essential in building ones self-esteem

FIGURE 34 - GRAPH



Promotion is essential is building one's self-esteem.

The majority of respondents (84.7%) agree that promotion is essential in building one's self-esteem. It is not surprising as promotion is an act of recognition of one's ability and also an affirmation of one's worth, leading to the boosting of morale.

### 4.2.5.2 I feel I have a reasonable chance of success every time I apply for promotion

FIGURE 35 - TABLE

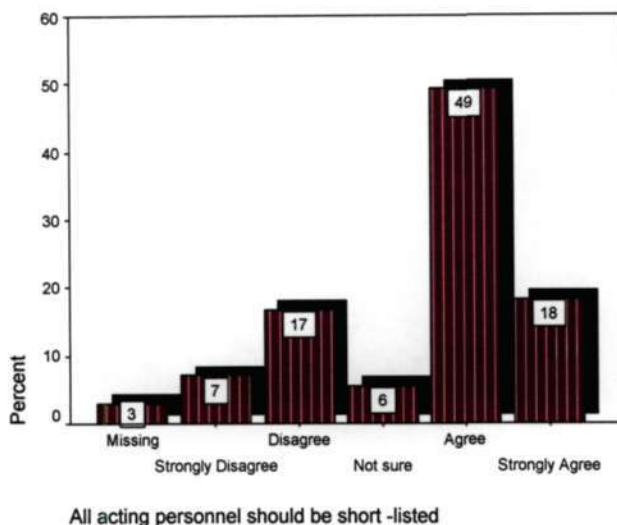
I feel i have a reasonable chance of success every time I apply for promotion.

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly Disagree	17	8.6	8.9	8.9
	Disagree	42	21.3	22.1	31.1
	Not sure	22	11.2	11.6	42.6
	Agree	72	36.5	37.9	80.5
	Strongly Agree	37	18.8	19.5	100.0
	Total	190	96.4	100.0	
Missing	Missing	7	3.6		
Total		197	100.0		

57.4% of respondents believe that they have a reasonable chance of success every time they apply for promotion. 31% of respondents feel otherwise. It would be interesting to ascertain the reasons for this negativity.

#### 4.2.5.3 All acting personnel should be short-listed as a matter of course

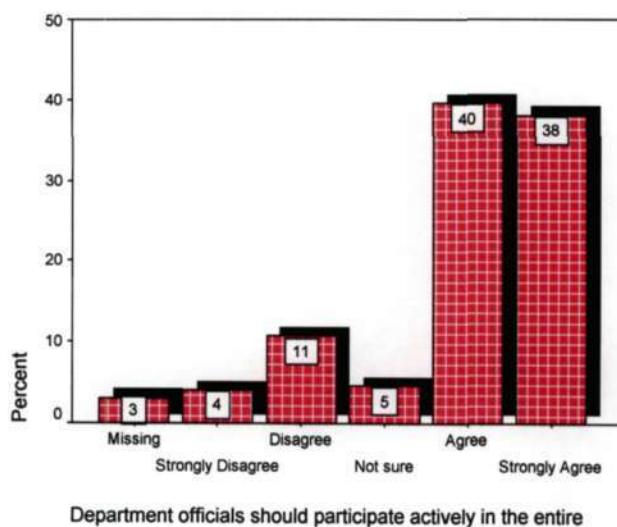
FIGURE 36 - GRAPH



Almost 70% (69.6%) agree that all acting personnel should be short-listed as a matter of course. Currently this dispensation exists for candidates in historically disadvantaged schools only provided they have been acting for a period of 3 years and longer in a substantive post. The majority of candidates feel that this dispensation should apply to all candidates.

#### 4.2.5.4 Departmental officials should participate actively in the process.

FIGURE 37 - GRAPH



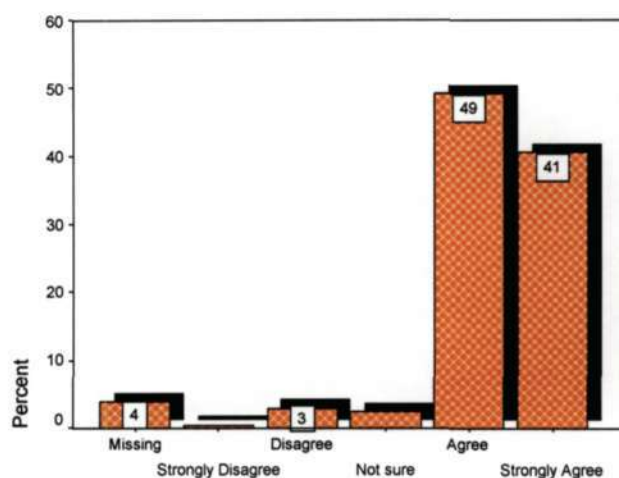


An overwhelming 80.1% agree that departmental officials should play an active part in the promotion process. Whilst the HRM Circulars make provision for the SEM to be part of the selection committee as observer and resource person, very rarely does the SEM attend, preferring to send his nominee (usually a principal from a neighbouring school) instead. The absence of the SEM, in many instances, has resulted in the process being flawed or manipulated.

Holman (Gounden 2000: 24) highlighted the role of departmental officials from school districts. He argues that school districts must be involved in the process of selecting and promoting principals.

#### 4.2.5.5 Attendance and punctuality should play a vital role in the selection process

FIGURE 38 - GRAPH



Attendance and punctuality should play a vital role in the

A resounding 93.6% of the respondents felt that attendance and punctuality are key indicators in determining the dedication and commitment of candidates and should therefore be used as a yardstick in the promotion process. To date these two criteria have not featured at all in the promotion process.

## **Section C**

### **4.2.6 Unstructured Responses (Open-ended questions)**

#### **4.2.6.1 *Identify what you perceive to be the merits of this policy.***

A large percentage of educators, particularly from the Ex- HOD schools reacted very strongly to this question. Comments such as “not many, very little, nil, none, absolutely nothing, demerits outweigh the merits,” predominated. This serves to indicate the level of disenchantment that exists among the teaching corps. One educator sarcastically responded that the only merit of this policy was that it “keeps good teachers in the classroom and makes the jackasses, managers” (ouch!). Yet another commented that the policy was flawed as it promotes “mental dwarfism”.

The following merits were, however, identified:

- “the policy allowed for parental participation in terms of the South African Schools Act.” This is viewed as an empowering process.
- the policy is democratic in that it makes provision for all stakeholders. Provision is also made for co-option of members with the necessary expertise and union observers.
- “the policy design is good if it is applied fairly,” i.e. the process is questionable.
- “the policy recognizes dedication, allows for progression...er.. upward mobility, self advancement and builds self-esteem.” Incentives are required in any job.
- all educators are given the opportunity to apply (a reference to the generous minimum criteria).
- there is an attempt at objectivity- union observers, departmental officials are allowed for.
- a procedure to lodge disputes exists.
- the interview allows candidates the scope to present personal ideologues (to sell oneself) , elaborate, justify and “challenges candidates to think quickly and creatively.” It also provides selectors with the opportunity to gauge the ‘depth’ of the candidate.
- that the aspect of equity is addressed.

#### 4.2.6.2. *Identify weaknesses, if any, and say how they could be overcome.*

The following are comments in respect of weaknesses of the policy:

- that “SGB’s are *incompetent* to undertake the process.” “Housewives, maids and mill workers are now sadly determining the future of professionals”.
- “They lack the necessary skills, expertise and knowledge of the finer workings of education” (classroom management, evaluation procedures, curriculum matters, etc.) and educational policies.
- “Selectors are prone to subjectivity, personal preference, and *nepotism* and are easily manipulated.” The maxim “jobs for pals” is commonly bandied about during times of promotion. In instances where there is capacity they do not follow procedures (the policy is easily manipulated).
- that often selectors often “go through the motions”. Many respondents are of the view that choices are pre-determined and that they usually invited to interviews to legitimize the process. Very often the chosen candidate is the internal candidate. Consequently many do not either apply (“whatever for?”) or turn down invitations to interviews.
- The frustration is mirrored by comments such as: “process is a farce”, “going nowhere slowly”, “that’s the way it goes”, “process is rigged”.
- That there is undue influence exerted by the Principal and to a lesser extent by union observers who “push” for their candidates. “Observers influence the process.” The situation has existed where both teacher representatives have served on the selection committee. The situation is exacerbated when they both belong to the same union. Governing Bodies, especially those in need of capacity, sometimes look to the educator component for “guidance”
- That in some instances unions do not send observers (or are selective) to observe the process. Principals are known to then choose “observers” known to them in an attempt to legitimize the process
- That corruption and *bribery* is commonplace with money changing hands. “ I know of educators who have paid for their promotion.” “Candidates are expected to grovel. This compromises our integrity.”
- That the minimum levels of experience allow for *too many applicants*. Although well-meaning, this has the disadvantage of creating the pseudo perception that all are management material. Consequently there is great disappointment when this false expectation is not realized, leading in many

instances, to the declaration of grievances. This culture of entitlement has also led to infighting. A sense of professionalism, once the cornerstone of this noble profession, needs to be restored

- The CV is not verified, leading to applicants resorting to *blatant falsehoods* in a desperate attempt to be short-listed. “Even an atheist goes to a place of worship during promotion,” commented one respondent, cynically. Although the HRM Circulars make provision for referees, they are not consulted with Selection Committees often citing time constraints as the reason. Background checks are essential and disciplinary measures instituted. The current threat of cancellation of the promotion does not serve as a deterrent
- The interview process is flawed. “It is *nerve-wracking*” and viewed by many as an ordeal. The concept of one interview of about 20-30 minute duration to choose a member of management is seen as being neither suitable nor reliable. “The interview should not be the only route to assess a candidate. Check school records, school involvement, etc.” “*Eloquent candidates*”, it is argued, “enjoy an unfair advantage” over their colleagues who do not possess “the gift of the gab”. Interviews allow candidates to say what they are capable of. It is not a true test of their ability as often candidates are chosen and then found to be wanting. Some accountability structure is required.
- The open-ended questions allow for vague and generalized responses. It is also difficult to assess as there is no verifiable answer.
- Selection Committees choose their own *criteria*. In many instances these are unfair (e.g. 15 years cut-off point for HOD post) in order to advantage their chosen candidate. “Criteria should be uniform and consistent so as to prevent manipulation”.
- An element of political bias exists (HOA). The policy aims at addressing issues of transformation rather than at quality. The emphasis should be “best man for the job”
- “The time frames are too restrictive, placing undue pressure on SGB’s to complete the process.”

#### 4.2.6.3 The *internal versus the external* debate

Those who advocate that internal candidates be given preference argue that it is acceptable if done on merit. Others contend that it “boosts morale as the staff sees their effort being recognized and rewarded.” The internal candidate’s ability is known

with many selection committees going with the dictum “better the devil you know, than the one you don’t”. In addition he “is already *au fait* with the systems and processes already being operationalized at the school, knows the strengths and weaknesses of educators and does not need time to assimilate the culture and ethos of the school.” Given this prior knowledge of systems and people, the level of efficacy of the candidate will obviously be high, thereby advantaging the institution.

Sallis (Gounden 2000: 24) corroborates this finding. He is of the view that selectors often select the internal candidate as they are unsure of the external candidate or know a little more about the internal candidate. Moodley (2001: 36) points out that the majority of respondents from the Ex HOD, HOR and DET are of the view that preference is given to the internal candidate. It is also argued that given the policy of the Post Provisioning Norm (PPN), internal promotions prevent educators from becoming displaced as well, thereby ensuring harmony and stability. There is also, with upward mobility of educators, a creation of posts for other educators. At my school educators became unco-operative when candidates (3) were selected from the “outside”, often viewing same with animosity. According to Archimedes (Gounden 2000: 23) internal and external candidates must be treated alike and given equal opportunity for the post.

Expressions such as “this stinks”, “sickening”, “a travesty of justice”, “grossly unfair”, “a mockery”, are but a few that have been articulated by respondents to “in-house” promotions. Those who argue against this practice believe that it reduces the process to farcical proportions (“process is a farce”). Given that the candidate is already pre-determined, it is therefore hypocritical to go through the process and offer false hope to external candidates. “The best candidate for the job should be selected.”

Such a process is detrimental to the institution as it will foster a culture of entitlement and complacency with the internal candidate rationalizing that there is no need “to prove myself. This kind of philosophy may lead to a sense of apathy that will prove damaging to the institution. Other staff members, familiar with the shortcomings of the candidate, especially if incompetent, may seek to exploit this. Such a lack of respect will definitely lead to diminished authority. In cases where two or more candidates are vying for the same post, infighting will inevitably result, leading to tension. Movement, on the other hand “allows for a healthy infusion of new ideas,” especially if the institution is an ailing one. “Change is essential.” Progressive schools

“moving schools”) will look to inject new blood as they will view this as an opportunity to invigorate the School Management Team.

### **4.3 The Case Study**

#### **4.3.1 Introduction**

All members of the selection committee that were interviewed were extremely cooperative. At the beginning of each interview, I assured them of confidentiality and urged them to speak frankly and forthrightly. Although hesitant at first they soon warmed to me and spoke with candour. It soon became apparent that they were extremely frustrated with the promotion process as it applied to them. They all expressed the hope that my research would be beneficial to all role-players concerned.

A total of 08 promotion processes (06 Heads of Department posts / 02 Deputy Principal posts) were conducted at this school. Of these, 4 grievances were lodged. These were in terms of the stipulated grievance procedure process heard at the Regional Grievance Committee level. All, save the one Deputy Principal post, were dismissed. This disputed post was heard at the Education Labour Relations Chamber level. On 02 February 2005, this dispute was resolved in favour of the appointed Deputy Principal.

#### **4.3.2 The Informants**

In an attempt to gain an understanding of the manner in which the promotion process has been operationalized at this particular school, I interviewed the following 5 members of the Interview Committee:

- The Principal – in his capacity as Principal (scoring member of the Interview Committee on some posts) as well as the Departmental Nominee (observer and resource person in other posts).
- The Chairperson of the Interview Committee of all 8 promotion posts, Vice Chairperson of the School Governing Body and current Chairperson of the School Governing Body.
- Another selector of the parent component (given that this component forms the majority in the Interview Committee).
- A Union Representative (South African Democratic Teachers Union) who sat for the post that was in dispute.

- An applicant (appointed to the Deputy Principal post which was later disputed).

An attempt was made to interview the applicant who had lodged the dispute in respect of the Deputy Principal post but unfortunately she declined. She indicated that the promotion process and the subsequent dispute that she had lodged had “traumatized” her severely and that she had “no desire to relive these painful memories.” Notwithstanding her refusal, I am confident that the cross-section of individuals that I have interviewed will yield data that will be both comprehensive and inclusive.

#### **4.3.2.1 The Principal**

The principal had served in 8 promotion processes, 3 as a selector (scoring) and 5 as the departmental representative and resource person. He expressed grave concern that the department of education had “abdicated its primary responsibility”. He felt greater departmental involvement was crucial as “the quality of the education system very much depends on the kind of human resource personnel you put into your senior management.” He was equally concerned at the lack of understanding of selectors, who hailed primarily from the corporate world, of educational management and leadership issues and their lack of training.

#### **4.3.2.2 The Chairperson of the Selection Committee**

He was extremely experienced, having served as the chair of the selection committee in well over a dozen processes. In addition, he had served as a Deputy Principal before resigning. He felt that his colleagues who hailed from managerial backgrounds from the business world added value to the selection committee. He did concede, however, that they did not possess the requisite expertise required of a selector. He expressed great displeasure at the department of education who was “passing the buck” onto parents. The promotion process at his school had had the unfortunate consequence of polarizing the school community.

#### **4.3.2.3 The Selector (parent component)**

The selector had served on two processes viz. Head of Department and Deputy Principal. Whilst he felt that the parent component at his school had been equipped to undertake the process, he was also of the opinion that “parents should not be involved in the process”. He believed that the Department should gradually take over the

process completely. “Some parents with no formal education are evaluating teachers. I feel it is not proper.” He stated further that “the parent component should be evaluated in terms of expertise.”

#### **4.3.2.4 The Applicant**

The applicant, an internal candidate, had successfully applied for the Deputy Principal’s post. A grievance was subsequently lodged by the other internal candidate. To date the process has remained unresolved causing “emotional and psychological trauma” to both the appointed candidate and his family. This uncertainty was hanging like the “sword of Damocles” over his head. Whilst acknowledging that parents have a role to play, he was of the opinion that it should be very limited. The SEM, he argued, should “play a far prominent role”.

#### **4.3.2.5 The union observer**

The union observer (SADTU) was of the view that the department had abdicated its responsibility. “Parents are not adequately capacitated,” he pointed out. He referred to the process as a “farce” and felt that that the promotion policy be reviewed and that the “the South African Schools Act be amended as a matter of urgency.”

Follow up interviews were conducted with the Principal and parent component in order to seek clarification in respect of the responses given and to authenticate data already collated. One interview (that with the Union Representative) was conducted telephonically owing to the fact that he lived some distance away and that his schedule did not permit a face- to- face interview.

### **4.3.3 Findings (Case Study)**

The following represents a summary of the most significant patterns and themes that emerged as a result of my interaction with the five informants.

#### **4.3.3.1 Knowledge/ Skills of the Interview Committee**

In respect of the *knowledge/skills* base of the selectors (in this instance the parent component) both members of the parent component were confident that this particular committee had been extremely professional and very knowledgeable, as they had interacted with circulars and the departmental officials. In addition, the chairman of the Interview Committee referred to his vast experience (had served as the chair of the



Interview Committee for over a dozen processes) and the fact that he was *au fait* with the workings of a school as he had served as a Deputy Principal in a larger secondary school.

However, the other three non-parent members felt differently. It was pointed out by the applicant that while many of the parent component occupied high profile positions in industry (in Human Resource Divisions), they “don’t seem *au fait* with the nitty gritty of managing schools. The finer points of school management theory, leadership and organization seemed to elude them.” Educational terminology e.g. MLMMS was viewed impressively although it is the OBE terminology for Mathematics (i.e. grades 7, 8 and 9) and “Technology” was equated to that of the corporate world. It was also pointed out that exceptional responses by some candidates in the interview situation were not viewed as such by these selectors. The principal was of the view that there was “a long way to go before I can arrive the conclusion that the parent component is satisfactorily equipped to undertake the process.”

Gokar (1998) alludes to the high rate of parental involvement in the Ex-HOA schools which had had management councils and had been actively involved in the appointment of substitute teachers and clerical staff. This fact is corroborated by Gounden (2000: 65) who acknowledges the expertise of Ex-HOA parents. Moodley (2001: 29) points out that the other Ex- Departments had conducted the process for the first time in 1996.

The APEK shop steward in the union publication *In Contact* has this to say, “The present system of appointing educators to posts, promotion or otherwise, is not perfect, nor is it fair (despite the fact that union observers are present). SGB members are, by no stretch of anyone’s imagination, experts at recruiting personnel.” (Bassa 2004: 7)

All informants conceded that *training* had been minimal. In fact, the chairman conceded that, “we did not receive formal training as such but what we did was we went through our own internal training process.” Selectors were invited, at short notice, to a session where the “Superintendent of Education (Management) read out parts of the Human Resource Management circular,” revealed the principal. Selectors had relied on their own orientation programme in order to capacitate themselves. The union observer concurred that, “there was not much capacity building.” Matters were not helped much by the *unrealistic time frames* imposed by the Department of

Education. Selectors, especially the parent component, were expected (after a full days work) to engage in a process that often went into the early hours of the next morning. This pressure cauldron was created as selectors were afraid that if they did not meet the Department's time frames, no appointment would be made thereby disadvantaging the school. The parent selector felt that "the time frames were unfair causing us terrible pressure as we worked into the early hours of the morning." The principal also felt that, "the time frames were unrealistic. They could have done better had they been given more time."

The principal served as a selector in 3 processes. In the remaining 5 processes where the principal served as the Departmental Nominee, members of the Interview Committee indicated that he observed his role function as that of observer and resource person and gave guidance in respect of procedures to be followed. He did not at any time attempt to influence the process in any way.

#### **4.3.3.2 Pre - Interview**

The majority of informants agreed that the five areas offered candidates the opportunity to indicate their accomplishments. Some, however, questioned the wisdom of "Community Involvement" as being relevant to the choice of a manager within the school scenario. The rationale for reducing the *Curriculum Vitae* from 1000 words to the more manageable 80/100 words was appreciated especially by the parent component who viewed this as a drastic reduction in their workload. It was also felt that while this change reduced the length of the CV, it also restricted the exceptional candidate in that it offered them no latitude. "A general section would offer selectors vital information that would assist them in arriving at the best candidate," argued the principal.

Given the fact that some applicants were prone to embellishing their CV's, all informants agreed that these be *validated*. The problem of such an undertaking was, however, enunciated by the principal as being almost impossible because, "the range of experiences stretches from school activity to community activity." In instances where educators have spent a reasonable period of time (in excess of 4 years), it might be possible for the principal to verify the accomplishments of the applicant at that particular school in respect of curricular, co-curricular and extra-curricular activities. Problems will be experienced in validating areas like 'Community Involvement'

especially for educators who reside outside the areas in which they teach. It would also pose a difficulty to validate those educators who constantly move from school to school. The parent selector felt that, “the department should undertake this process as they have mechanisms to check.” The union observer suggested that evidence be requested and “that checks and control mechanisms be instituted to act as deterrents.”

#### **4.3.3.2.1 Reading of the Curriculum Vitae**

There was general consensus that the spirit of fairness was applied in this regard. Certainly where the Deputy Principal’s post was concerned, CV’s were read without the names of applicants being divulged. However, the contradictions in the levels of understanding of selectors were apparent. The parent component tended to view Outcome Based Education (OBE) concepts like “MLMMS” as being very impressive but to those in the know i.e. those familiar with the educational terminology this translated to the teaching of mathematics at the elementary level in the secondary school viz. grades 7, 8 and 9. “Technology” too was seen as being synonymous with the industrial world where sophisticated machinery and equipment is commonplace and not again as an elementary learning area in the OBE curriculum viz. grades 7, 8 and 9.

Gounden (2000: 83) contends that CV’s were not given equal attention because there were too many applicants which made the selection process “tiresome, monotonous, time-consuming and a major task.” The general perception by selectors was that the time allocated to complete the selection process was not adequate. A male principal believed that, “Time constraints resulted in poor decision making.” (Ibid: 82)

One can understand, given the selectors level of experience i.e. the corporate world, why they would make such an assumption. So in a sense, that which is mundane may be accorded undue importance whilst the important accomplishments may be overlooked.

In respect of all posts *referrees*, were never contacted to verify any information in the Curriculum Vitae. Selectors admitted that the time constraints in respect of deadlines set by the management plan, prevented them from checking with the referees cited. “The absence of verification was due to reasons such as time constraints, a high number of CV’s received, a costly effort.” (Gounden 2000: 86).

According to Everad and Morris (Gounden 2000: 25) , “ a telephone call to a referee can be of great help in areas of doubt.” It could lead to a clearer picture and better understanding of the candidate.

The principal did indicate though that he was contacted by selectors (from former Model C schools) who expressed incredulity at the fact that, “Applicants from my school had not indicated me (as their principal) as a referee.” It was their view that the principal should have been the first person chosen as their referee.

#### **4.3.3.2.2 Eligibility**

Whilst those interviewed showed some degree of understanding for the rationale for eligibility viz. inclusivity for educators from the former disadvantaged communities, they agreed that the practical manifestations of implementation had not been considered. Given the low level of the minimum criteria, selectors were of the view that this would lead to all and sundry applying, thereby exacerbating the problems already experienced by them. The principal pointed out that the cut off point should have been “much higher as 99% of the teaching profession is eligible.”

It was felt that it was essential that applicants move through the ranks as this would enable them to gain the invaluable management experience required as they progressed towards principalship. “Jumping levels”, would be detrimental to the candidate as well as the school. The union observer was of the view that “applicants should go through the stages.”

According to the APEK shop steward in the union publication *In Contact*, “It is not inconceivable that one’s former subordinate could end up being one’s boss! Instances where level 1 and level 2 educators are appointed to head a school often result in bitterness, resentment and, sometimes, open conflict.” (Bassa 2004: 7)

Those who understood the dynamics of the school scenario found untenable the notion that educators, after two years experience at secondary level and who had not even taught at the matriculation level, could be eligible for a Head of Department post.

#### **4.3.3.2.3 Criteria for short-listing**

The criteria for short-listing were deemed to be fair. “The needs of the school took precedence,” revealed the chairperson, “with the best candidate then being sought.”

Thereafter, other aspects such as gender, representivity, etc. were considered. Where the scores of applicants were deemed to be close, the committee went beyond the 5 candidates required for the interview stage and at times choosing up to 10 candidates. This, it was pointed out, was done to afford all the candidates “a fair chance.”

Gounden (2000) is of the view that a objective and accurate method of arriving at the final needs to be introduced. He argues that selectors have a tendency to shortlist candidates they know. Selectors felt obliged to short-list “sometimes as token gestures or because of working relationships they shared.” (Ibid: 84)

#### **4.3.3.2.4 Recusal**

This matter was debated intensely by the Interview Committee. Despite these deliberations the committee was unable to reach consensus on what constituted “personal” and “vested” interests. At one interview process, a selector (parent component) discovered that an applicant was related to him (he could not have known this beforehand as all CV’s had been read without the names being divulged). Despite this admission the other members of the Interview Committee felt comfortable with the “objectivity” of the selector and he was allowed to make his contributions as per normal.

The shop steward for APEK in her article in *In Contact* writes that “many disputes arise because it is felt and sometimes established that the relationship between an applicant and a member of the selection panel was close enough to influence proceedings unfairly.” (Bassa 2004: 11)

### **4.3.3.3 Interview Process**

#### **4.3.3.3.1 Composition**

There were no problems experienced with the composition of the Interview Committee. Educator representatives serving on the School Governing Body are eligible to serve on the committee but chose not to do so even if they were not applicants (as applicants they would have been precluded from doing so).

#### **4.3.3.3.2 Union Observers**

Observers from the South African Democratic Teachers Union (SADTU) were present at most times. Occasionally observers from the Association of Professional Educators of Kwa-Zulu Natal (APEK) attended. No observers from the Suid Afrikaanse Onderwyseres Unie (SAOU) attended as very few, if at all any, of their

members would have applied (this being historically an “Indian” school). Timely notification (5 days notice) was served on all three teacher unions. The parent selector opined, “that unions were only interested in their member’s interests rather than the process itself.” This is corroborated by McPherson (1999) who criticised selectors for being “selective” in their attendance. Such comments not only call into question the credibility of the observers but also undermine the role that observers are expected to play in ensuring that the process is fair.

#### **4.3.3.3 Reception of applicants**

All applicants were received warmly. A reception area as well as a designated host ensured that applicants were well taken care of prior to the interview. The conditions within the interview room, however, were seen by the principal to be “intimidating”. He went on to say that “it is quite disconcerting for an applicant to face strangers (5 or 6) and be expected to answer questions while they glared at you.” The parent component, however, seemed oblivious to the fact that their silence and lack of acknowledgement would be unnerving to applicants. No doubt this kind of setting (manner in which the furniture was arranged) and atmosphere would have adversely affected the performance of candidates.

#### **4.3.3.4 Formulation of Questions**

Questions for the interview proper were, “formulated an hour or so prior to the commencement of the scheduled interview process,” according to the union observer. This mechanism was introduced as a result of the first two processes conducted at the school becoming contentious. Each selector was given the opportunity to make a contribution, the rationale being that they would have given thought to this beforehand. Thereafter, a discussion would ensue, resulting in consensus being reached in respect of the five questions to be asked. Once this process had been finalized, every precaution was taken to ensure that selectors had no outside contact. The union observer pointed out that this was done to prevent any “leaks and to ensure the credibility of the process.” It was conceded that selectors did come armed with questions and therefore one cannot say that the system was foolproof. The union observer felt that this process “was not totally objective.”

#### **4.3.3.3.5 Did Questions test competence?**

Respondents were divided on this issue. “Definitely not!” retorted the applicant. “In terms of the job description of a Deputy Principal as outlined in the Personnel Administration Measures (PAM) document, no questions in this regard were asked.” While most felt that the questions posed were in keeping with the 5 categories in the CV and tested the ability of the candidate, some questions according to the principal, “were ambitious in that they were double-barrelled. It is difficult for any candidate to be able to interpret and formulate a response to a question within a 3 minute period,” he added. Obviously then the level of difficulty will be compounded with questions requiring a dual response. In one instance an applicant informed the selectors that he was unable to comprehend the question and therefore not in a position to formulate a response.

#### **4.3.3.3.6 Were responses of the applicants understood by the selectors?**

There was some disagreement in this regard. The parent component indicated that responses were understood by them. In any event, the parent selector pointed out, “clarification could always be sought at the post interview discussion.” The union observer did not agree, pointing out “that some exceptional responses were glossed over as being average.” The applicant was scathing in his response pointing out that the difference in backgrounds would have seriously negated the selectors’ levels of understanding. The departmental nominee’s observation was that the selectors seemed more pre-occupied in “jotting down notes rather than critically evaluating the applicant’s responses.” Given these circumstances, it would appear that applicants would have been disadvantaged somewhat.

#### **4.3.3.3.7 Weighting of questions**

All informants agreed that the weighting in respect of leadership (management and related experience) for Deputy Principals and Principals was acceptable as leadership was a requisite skill required for these particular positions. *Community involvement*, however presented problems. It was felt that this particular aspect had no bearing whatsoever on efficacy of, for example, a Deputy Principal. In any event the point that the local candidate would enjoy a significant advantage in this aspect given that such involvement will either be known or could be verified, was stressed. Certainly, the aspect on “personality and human relations” was not deemed to be easily quantifiable and consequently not acceptable. It has since been removed.

#### **4.3.3.3.8 Nepotism, personal preference or bias?**

The parent component was adamant that they were not susceptible to either nepotism, personal preference or bias, arguing that at all times their brief had been “the best candidate for the job”. They argued further that while this may be commonplace at other schools, it was certainly not the case at their school. The parent selector pointed out “that nobody came with pre-conceived ideas.”

The union observer, however, offered a different view pointing out that the parent component “already know who they want.”

The departmental nominee, too, believed that “there were streaks of it but it was extremely difficult to prove.” There was an element of suspicion, especially when the candidate was known to the community or to members of the governing body. There have been instances where candidates have been known to certain members of the School Governing Body and who were subsequently successful when applying for posts at these schools but there has been no conclusive evidence to authenticate any allegations.

According to Moodley (2001: 38) teachers from the Ex HOD, HOR and DET schools were of the view that parent selectors were vulnerable to nepotism. “My interview was merely a formality,” remarked a candidate. Teachers from the Ex-HOA schools, however, felt otherwise.

Observers are advised in the APEK publication of *In Contact* to guard against “undue influence, deliberate or not, by one member of other members of the Selection Panel, against a situation where scores are called out aloud. Insist, rather, that the name of the candidate and the score be written on separate sheets of paper individually by each member .... then handed to the Chairman and be available for perusal by the observers present.” (Bassa 2004: 11)

#### **4.3.3.3.9 The Employment Equity Act 55 of 1998**

The Employment Equity Act was taken into consideration given the demographics of the school viz. that the African learners comprised approximately 70% of the learner population. Given the demographics and the need to transform accordingly, one post of Deputy Principal was awarded to an affirmative action candidate. This did not represent the recommendation of the Interview Committee as a case of supercession was made for candidate 3 (Black candidate). The assurance was given, however, that



merit still served as the underlying criterion. In any event, the Interview Committee had no problem with the supercession as they were quite comfortable with the ability of the top five candidates. “We understood that we are a transforming society and that our schools needed to reflect the demographics,” explained the principal.

#### **4.3.3.3.10 Breaching of confidentiality**

All selectors were unanimous that, to the best of their knowledge, no member of the Interview Committee breached the confidentiality clause (selectors are obliged in terms of the HRM circular to sign the confidentiality undertaking viz. EC5). However, at subsequent grievance hearings in respect of contested posts, it became painfully clear that (mis)information had been “leaked”. The question that begs to be asked is, “Why the cloak and dagger scenario, if the process is free and fair?”

#### **4.3.3.3.11 The *internal versus external* debate**

The parent selectors were adamant that at their school, merit was the over-riding criterion. The chairperson pointed out that this “did not go down too well with certain people but that was the brief.” The best candidate, in every instance, had been presented to the School Governing Body for ratification. The principal, however, had this to say, “It would appear that in many instances the internal candidate was given preference because the information that was forwarded could easily be verified.” Unfortunately for external candidates it could prove to their detriment if the slightest element of doubt existed. It is an open secret that many School Governing Bodies are governed by the philosophy (expressed by the union observer) of “rather the devil you know than the one you don’t”. According to Moodley (2001: 41) the SGB knew beforehand the candidate they wanted. The interview process was therefore a formality. The union observer expressed his disappointment at the fact that parents favoured internal candidates (Ibid). Tulsi (2000) alludes to the issue of selector bias to the internal candidate.

At this school there was more than one internal candidate for many of the posts on offer. Problems were experienced in both instances. When external candidates were selected for 2 posts viz. Head of Department and one of the Deputy Principals posts, there was an outcry. When the internal candidate was chosen that led to dissatisfaction from the other unsuccessful internal candidate. It would seem that that a culture of

entitlement exists and when candidates are unsuccessful, they do not accept the outcome.

Almost all interviewed indicated that a “happy mixture” was good for the institution. The principal was of the view that “good human resource practice calls for a combination.” Promotion from within was regarded as unhealthy as it “encouraged inbreeding leading to weakness,” pointed out the chairperson. “Bringing in new blood would rejuvenate and add value to the institution,” he added. “Sometimes you need an injection from the outside to ensure a certain degree of complacency doesn’t develop,” he concluded. It was accepted that the impact of the Post Provisioning Norm (PPN) i.e. the number of educators the school is entitled to, should have no bearing on the promotion process (an external candidate would displace an educator based at that institution thereby prompting many schools to promote internal candidates). “So what if someone has to move. Let them move. It is unfortunate but it happens in all spheres of life,” concluded the principal.

#### **4.3.3.4 General**

Two questions were posed in this section.

##### **4.3.3.4.1 What are the merits of the policy?**

The only merit that selectors alluded to was that in terms of the South African Schools Act, greater participation was now afforded to the parent community. Given, however, their experiences they were unanimous that the process be taken over by the Department of Education.

##### **4.3.3.4.2 What are the weaknesses of this policy?**

All expressed concern that parents had been roped in. The choice of management personnel at any educational institution was crucial to the delivery of quality education. Given the importance and magnitude of this undertaking it was criminal to hand same to a component that is neither qualified nor has the capacity to undertake this arduous task. The union observer insightfully observed that “the promotion process was offered to parents as an enticement to take over the more onerous responsibility of funding of public schools.”

The chairperson of the Interview Committee pointed out that “as educators were employed by the department, it was their responsibility to undertake this important process.” The department, he argued was actually “passing the buck so that we as parents have to take the flak”. He also alluded to a commonly held view that “many parents were not suitably qualified to assess candidates who were highly qualified in many instances holding masters and doctoral degrees.” He had always enjoyed an extremely good relationship with educators at his school but as a result of the promotion process he is now viewed with suspicion. The school community has been polarized with educators becoming highly critical of the governance structures despite the real progress made at the school in terms of the development of infrastructure. The school currently boasts a swimming pool, two computer centres (when most schools do not possess even one), major improvements to the school campus, etc. “If you ask me if I want to be part of this process again...never again because there are some wonderful people out there who now hate my guts” (an obvious reference to educators at his school). He is convinced that the promotion process has split the school community. Not only has parent been pitted against educators but parents have also been pitted against parents. This has resulted in many an excellent governor resigning. With hindsight he expressed regret at not attempting to reconcile with these excellent people. His response to whether he would participate in another process was an emphatic “never again, never. Ninety percent of the problems at this school are related to promotions!”

#### **4.3.3.4. The Dispute**

The following represents a summary of events that I have managed to collate as a result of my analysis of the documents (minutes, notice of hearing, correspondence, etc.) as well as semi-structured interviews with the following persons:

- The Principal in his capacity as Departmental Representative
- The union observer (SADTU)
- The nominated candidate
- The chairperson of the Interview Committee
- My attempt to interview the grievant/disputee proved fruitless as she declined, citing her traumatic experience as the reason for her refusal.

One of the contested posts at this school is the post of Deputy Principal (No 99-HRM 71 of 2000). Two candidates (holding the posts of Heads of Department at the school)

applied for the said post. Both were short-listed and duly invited to the interview. One of the internal candidates (a male) was deemed by the Interview Committee to be the “best candidate” and was duly presented to the School governing Body for ratification. The School Governing Body agreed with the Interview Committee and the candidate was recommended to the Department as the preferred candidate for the said post. The candidate was then appointed by the Department to the post. A letter of appointment dated 02 May 2001 was subsequently issued in this regard.

The principal was informed that a grievance had been lodged by the other internal candidate (a female) on 08 June 2001 and that a hearing (Regional Grievance Committee) had been scheduled for 01 October 2001. Five reasons were forwarded as to why the grievant felt that the process had been flawed and thus should be set aside.

- Reasonable expectations – the grievant had been acting in the post.
- The Employment Equity Act- gender should be considered. As a female she should supercede the preferred candidate
- Breach of confidentiality on the part of the Principal.
- Undermining of professional integrity as her qualifications were not taken into account.
- The post of a Deputy Principal is not subject related.

According to the Durban South Regional Grievance Committee chaired by Mr. Shabangu, it was found that the post was not conducted according to HRM Circular 71 of 2000. No specific reason was advanced for this decision. The School Governing Body was requested to reconvene to appoint the Selection Committee that will do the process from sifting, short-listing and interviews. Recommendation for the appointment of the successful candidate was to be submitted to the Regional Office by 31 October 2001.

The parent component did not take kindly to this finding, arguing in a letter to the Regional Senior Manager that:

- they had been called to a meeting to respond to allegations
- they had been given little or no opportunity to present their case
- they had been informed by the chairperson, Mr. Shabangu, that as parents they had no rights other than to take the matter to court

- there had been only one technical error viz. that the decision to include the school Principal as the Departmental nominee had been taken by the Selection Committee and not the governing Body. The Principal had indicated that the SEM had been invited to participate in the process

In view of the above the School Governing Body was of the opinion that the hearing was conducted unfairly and that it was necessary to write to the Department expressing their concerns. The one educator representative on the Governing Body, however, moved a vote of no confidence in the previous selection committee. This motion was not carried as it was not seconded. Despite their concerns, the School Governing Body decided to heed the directive of the Regional Grievance Committee and finalise the process by 31 October 2001.

On the 11 October 2001, the Principal informed the School Governing Body that he had received a telephone call from a Mr. Sabelo (Sub Directorate - Promotions) directing him not to proceed with the interviews. The Governing Body resolved to request that this directive be given in writing. When no correspondence was received by 13 October, the Governing Body resolved to proceed with the process, which was already at an advanced stage.

This correspondence was finally forthcoming on Friday, 19 October 2001, the contents of which was brought to the attention of the Interview Committee on Saturday, 20 October 2001, the morning of the scheduled interviews. In keeping with the resolution taken a week earlier, the Interview Committee continued with the process

In the same correspondence to the Regional Senior Manager, the Governing Body berated the Department on its vacillating policy and demanded that an appointment be made without delay. The recommendation duly ratified at a School Governing meeting on Tuesday, 30 October 2001 was forwarded to the Department. It was also stated that should no reply be received within 14 days, the correspondence would be sent to the National Minister of Education, Professor Kader Asmal for his information and intervention.

According to the correspondence (facsimile) from department, the appointed candidate had queried the redoing of the post. Accordingly a full report of the Grievance Committee hearing and recommendation had been submitted to the

Provincial Human Resource Directorate. Until such time that clarification is received in this regard, the selection process was to be put on hold.

The appointed candidate expressed very strong views regarding the Department's handling of the dispute. He was neither informed of the grievance nor was he (as the appointed candidate) joined to the process. This was also true of the subsequent dispute process (conciliation and arbitration) conducted via the ELRC. In fact he had via his union applied for "joinder status". This process which has been dragging on in excess of 3 years has still not been resolved. The disputee's case was heard in February 2003. In the interim the HOD post that had been vacated by the appointed candidate was duly advertised and filled- a tacit admission that he had moved on.

The appointed candidate described the waiting period as being "extremely traumatic" not only for himself but for his family as well. Given the tenuous nature of his position, he feels that he is unable to function optimally. He is of the opinion that this "sword of Damocles" will continue to haunt him until such time the dispute is resolved and his legitimacy restored. This was eventually done on 02 February 2005, almost 4 years later.

#### **4.3.3.4.1 Analysis of Dispute**

It appears that a number of individuals are responsible for this flawed process. Procedurally the Governing Body erred in not constituting the Selection Committee in terms of accepted procedures. It is the School Governing Body that elects the Selection Committee. The Principal should have followed up on his informing the SEM of the process. If the SEM was unable to attend (given the demands of his job), then it is his prerogative to appoint (in writing) his nominee. Had he so desired he could have then chosen to nominate the Principal as the departmental representative. In the absence of same neither the Governing Body nor the Selection Committee could take it upon themselves to decide for the SEM.

In respect of the five reasons forwarded for the grievance, it is my belief that only two warrant attention:

- Acting in the post does not entitle one to any form of expectation. This culture of entitlement, I believe, is one of the reasons that so many disputes are being declared. The Principal erred in requesting that the grievant be short-listed

given that she was acting. Although his actions were well-intentioned and designed to offer her a fair chance to obtaining the post, all he succeeded in doing was to antagonize the appointed candidate who reasoned, and quite correctly, that had the Principal not so argued then he would probably not be faced with the kind of predicament he currently is in. The question that begs answering is how did the appointed candidate get to know of this fact given the confidential nature of the process? It is obvious that there is a mole of sorts. Upon my probing I soon discovered that the Chairperson of the Governing Body had an axe to grind. Peeved at the fact that his efforts at securing the post for an individual with a Mathematics bias (apparently he had done so in respect of the first post but that the individual had subsequently left on promotion), he had done everything to “scuttle the process”. Unfortunately I was unable to interview this individual as he has since taken up a position in another province. He apparently had been the individual who was leaking information via the staff representative (who was unsuccessful in respect of a HOD post he had applied for at the school) to the grievant. He had also scored the grievant very highly at the interview. When this fact was brought to his attention by members of the Selection Committee and the Departmental Nominee (i.e. the Principal), he saw fit to inform the candidate that the Principal “was against her”.

- The grievant should have had a case in respect of “gender”. Unfortunately, although the EEA had been passed, the province (Kwa-Zulu Natal) , however did not have in place an Employment Equity Plan.
- The grievant does have a case for the breaking of confidentiality. It would seem that the Principal, again in a well-meaning manner, had informed the grievant that she should prepare thoroughly for the interview, as she would be competing against some excellent candidates.
- Undermining her professional integrity by not taking her qualifications into account unfortunately worked against her. In the first instance minimum qualifications are considered at the entry level in the promotion process. Had this been one of the criteria, the grievant would have come off second best as the appointed candidate’s masters degree in educational management would be more suited to the post of Deputy Principal (senior manager) than her master’s degree in her subject.

## **4.4 Emerging Patterns and Trends (Questionnaire and Case Study)**

### **4.4.1. Knowledge / Skills of the Interview Committee**

The majority of respondents (72.2%) as well as the non – parent component of the interview committee were of the view that the parent component of the selectors lacked the requisite skills necessary to undertake this onerous task. Despite some selectors being involved in human resource procedures in the corporate world, it would seem that the finer aspects of school management theory elude them. “Housewives, maids and mill workers are now sadly determining the future of professionals,” remarked one respondent. The parent component of the interview committee were however adamant that they possessed necessary expertise to be able to undertake the process.

### **4.4.2. Nepotism, Personal Preference, Bias and Corruption**

Respondents have indicated that some selectors have been prone to nepotism, personal preference, bias and in some instances, corruption. The terms “job for pals” and that unscrupulous selectors simply “go through the motions” are an indication that candidates are predetermined. This may be borne out by the fact that 44.4% of the respondents felt that selectors do not listen attentively to candidates and that they were merely “going through the motions”. The departmental nominee (principal) was of the view that there were “streaks of it,” especially when the candidate was known to the selectors but admitted that it was difficult to prove. Such nepotism is not restricted to the parent component only. Principals, teacher union observers and even educator personnel serving on the selection panels have been known to “push” for their choices. Gounden (2000: 75) is of the view that, “Besides personal influence and domination by selectors, nepotism and selectors having personal preferences seemed to have been evident in the choices of candidates.” He also makes reference to the “buddy system” where a successful candidate has been earmarked for a particular post and the selection process was merely a formality to give credibility to the process. (Ibid : 77).



#### **4.4.3. Time Frames**

Whilst the majority of respondents (63.9%) are happy that sufficient time is allocated to apply, the same cannot be said for selectors who bemoan the fact that unrealistic time frames have hampered their functioning. The informants in the case study complained about working into the early hours of the morning on many occasions, this after having put in a full days work at their places of employment. The departmental nominee concurred, pointing out that they could have done better had their been more time. Given such restrictive time frames, verification procedures as directed by the promotion policy (Human Management Resource Circulars) were unable to be implemented. Informants stated that there was simply not enough time to consult the referees indicated on the curriculum vitae.

#### **4.4.4. Eligibility**

Most respondents (69.1%) were satisfied with the minimum educational teaching requirements for application as stipulated in the HRM circulars. Informants however, pointed out that the minimum entry levels were too low thus allowing for an inordinate number of applicants. This fact coupled with the unrealistic time frames exacerbated the workload of informants. The departmental nominee concurred, pointing out that, given the low educational teaching experience, “99% of the educator population would be eligible”. Jumping levels e.g. moving from level one to level four, would disadvantage not only the candidate but the institution as well. The union observer was of the view that it was crucial to go through the stages as this would enable the candidate to acquire the necessary management experience and skills and thereby function effectively.

#### **4.4.5. Verification of Curriculum Vitae**

There was consensus between respondents (75.4%) and the informants in respect of validating curriculum vitae. One informant (the departmental nominee) pointed out the difficulty of such a process given the varied range of experiences (from school acyivities to community activities) of educators. The principal went on to contend that accomplishments of the educator at that particular school could be verified. The difficulty arose when educators moved to other schools either by way of transfers or promotion. Another informant (union observer) noted that control mechanisms were

necessary to act as deterrents. Tulsi (2000) concurs that the CV be validated by either the Principal or the Subject Advisor.

#### **4.4.6. Criteria for Short – Listing**

More respondents (46.4%) were of the view that the criteria to short - list candidates were unfair. It was pointed out that the application of criteria in different schools is inconsistent. Informants involved in the selection process argued that the promotion policy as articulated in the Human Resource Management Circulars emphasized the importance of the “needs” of the school. Mention was also made of “fair discrimination” i.e. using applicants nominal date of appointment (N.D.A) as a cut off point. This they argued was necessary to bring the excessively large number of applicants to a more manageable number.

#### **4.4.7. Training**

72.2% of the respondents believe that selectors are not competent to assess the suitability of candidates for school-based posts. All informants conceded that the “training” they had received had been minimal. The little “training” that they had received according to the principal was a session with the superintendent of education (management) who had merely read out parts of a Human Resource Management Circular. Informants conceded that they had relied on their own orientation programs and the experience that they had acquired as selectors (having gone through the process on a number of occasions) to capacitate themselves. Another informant (union observer) conceded, “there was not much capacity building”. The South African Schools Act 84 of 1996, which provided for the creation of school governing bodies, clearly stipulates that funds must be allocated for *introductory and continuous training* and capacity programs. In terms of the policy tools that I have interrogated the capacity tool model makes allowance for training as a means of capacity building. According to Gounden (2000: 67) selectors were of the view that training programmes did not prepare them adequately to appoint good leaders. “In some instances housewives without even a high school education conducted the affairs of the selection committee.” (Ibid: 68).

#### **4.4.8. Union Observers**

The majority of respondents (65.2%) agreed that union observers are generally present at interviews. This view was confirmed by informants, who stated that

observers from SADTU (South African Democratic Teachers Association) availed themselves at most times. Occasionally observers from APEK (Association for Professional Educators of Kwa-Zulu Natal) attended. Informants pointed out that timeous notification (i.e. five working days) had always been served on the three major unions as stipulated in the Human Resource Management circulars. One informant (parent) made the observation that observers were interested more in advancing the prospects of their members rather than observing that the process was fair to all candidates irrespective of union affiliation.

#### **4.4.9. Interview Process**

61% of respondents agreed that the atmosphere and setting were designed to make candidates feel at ease. Informants indicated that a reception area (with refreshments) and a designated host was assigned to take care of applicants prior to the interview. The departmental representative (principal) was, however, of the view that it would have been “intimidating” for applicants to have faced six or more strangers in an interview session.

Questions were formulated an hour prior to the interview. This, the chairperson of the selection committee conceded was done after the first two promotion processes at his school had become contentious. Once questions had been formulated, no outside contact was permitted. This was done to ensure that there would not be any “leaks”.

Respondents (44.3%) were divided on whether questions tested competence and suitability for the post. One informant (the applicant) was disappointed that no questions pertaining to the job description of a deputy principal (as outlined in the Personnel Administrative Measures) were put to him. The principal was critical of “double barrelled” questions given the limited response time (3 minutes) for each question. Respondents felt that the interview process is flawed and generally saw it as an ordeal. The majority (89.5%) agreed that candidates who are eloquent enjoyed an advantage over those who did not possess “the gift of the gab”. They argued further that a 20 – 30 minute interview was insufficient to assess adequately the true potential of a candidate. Other means should be utilized and the interview should not be taken as the sole determining instrument.

#### **4.4.10. Internal Candidates vs. External Candidates**

Respondents who advocated the promotion of internal candidates argued that it was acceptable if it was done on merit. Both informants and respondents cited the maxim “rather the devil you know than the one you don’t” as justification for the choice of internal candidates. It was also felt that information and accomplishments are more easily verifiable with internal candidates than with those from other schools. Respondents argued further that internal candidates were already familiar with the systems and processes operating at their schools, and would therefore experience little or no difficulty in “fitting in”. Other reasons advanced are that internal promotions boost morale as it recognizes and rewards the work done by educators at that school. Given the Post Provisioning Model (that which is used to assess the number of educators that should be allocated per school), internal promotions have the advantage of preventing existing educators from being displaced. This further boosts the morale of the educator establishment. The chairperson of the selection committee viewed excessive internal appointments as “inbreeding”. He was of the opinion that “new blood” was required to rejuvenate an institution.

Respondents who argue against internal appointments have been quite vocal in their comments. Expressions such as “this stinks”, “sickening”, “travesty of justice”, and “grossly unfair” all indicate their level of dissatisfaction. They are of the view that, since the candidate is “pre-determined”, it is hypocritical to go through a process which has already been determined.

Weak internal candidates, once appointed will be exploited by colleagues leading to diminished authority. This is neither healthy for the individual nor the institution. All informants and the majority of respondents felt that a “happy mixture” was what was required. One informant (the principal) felt that the Post Provisioning Model should not influence the promotion process. “Let them move. It is unfortunate but it happens in all spheres of life.”

#### **4.4.11. Merits of the Promotion Policy**

Informants (parent selectors) alluded to the fact that the parent community was given greater participation in the choice of educators at their schools via the enactment of the South African Schools Act 84 of 1996. This, they saw, as an empowering process.

They were, however, unanimous given their unpleasant experience, that the process be taken over by the Department of Education.

Respondents viewed the promotion policy as an incentive i.e. it recognizes and rewards excellence, allows for upward mobility, develops self esteem and encourages self actualization (84.7%). Such comments seemed to dovetail with the incentive tool model which I have alluded to in my literature review. They further pointed out the following advantages:

- the policy is inclusive i.e. the generous minimum criteria allow the majority of educators to apply
- policy design is good if it is applied fairly
- grievance and dispute procedures are catered for
- there is an attempt at objectivity – union observers are catered for

#### **4.4.12. Flaws in the Promotion Policy**

Respondents seemed despondent with the promotion policy with only 57.4% believing that they had a reasonable chance for success each time they applied for promotion. The majority of respondents (93.6%) were of the opinion that the two key indicators (attendance and punctuality) should play an important part in the promotion process.

The chairperson of the selection committee pointed out “as educators were employed by the department, it was their responsibility to undertake this important process”. Other parent informants concurred with the sentiments expressed by the chairperson. This opinion is also expressed by respondents as an overwhelming 80.1% agreed that department officials should play an active part in this process. The chairperson also conceded that many parents “were not suitably qualified to assess highly qualified candidates who in many instances hold Masters and Doctoral degrees”. Respondents, too, viewed parent selectors as “incompetent”, guilty of “subjectivity, personal preference, nepotism, bribery,” and are “easily manipulated”. They further point out that selectors “go through the motions” as the candidate is already chosen i.e. in most instances, preference is given to the internal candidate. Interference by principals, educators and union official has further exacerbated this already maligned process.

Respondents also:

- criticize the minimum levels of teaching experience which allows for far too many applicants and creates false expectations
- point to the dishonesty of applicants who “embellish” their curriculum vitae’s
- refer to the interview process as flawed as it is traumatizing and favours the eloquent candidate
- criticize schools for using inconsistent criteria in the short – listing process

Informants are critical of the management plans, which do not allow sufficient time for the promotion process to be implemented effectively. They also bemoaned the fact that no training programs are implemented to build capacity among the selectors.

Perhaps the comment of the chairperson of the selection committee best captures the mood of selectors in respect of the promotion process:

“If you ask me if I want to be part of this process again...never again, because there are some wonderful people out there who now hate my guts.”

## **Chapter 5**

### **Conclusions and Recommendations**

#### **5.1 Introduction**

In this final chapter I intend to present my conclusions drawn from the findings of the research instruments that I have utilized viz. the case study (document analysis, semi-structured interviews) as well as the survey questionnaire (structured and unstructured responses). Thereafter, my recommendations in respect of the promotion policy will be presented.

The purpose of this study is to investigate the manner in which the promotion policy and process is being implemented in secondary schools in the Pinetown District of the Ethekwini Region. In order to explore the manner in which this process is being operationalized, I sought answers to the following critical questions:

- How is the promotion process being implemented in secondary schools in the Pinetown District?
- What are the views/ perceptions of the various stakeholders regarding the promotion process?
- To what extent does the promotion process reflect the provisions of national and provincial legislation on this issue?

#### **5.2 Conclusions**

With the enactment of the South African Schools Act No. 84 of 1996, parents were, for the first time, in South Africa mandated (in the form of School Governing Bodies) with the responsibility of selecting educators and making recommendations to the Department of Education. This attempt at democratization (or is it?) should have been welcomed by affected stakeholders. Sadly, comments by spokespersons for the Department of Education, teacher unions, and parent associations have indicated otherwise. The large number of grievances and disputes that have been declared during and at the conclusion of each process also bear testimony to the fact that these processes have been fraught with problems. It is also true that new processes have been implemented despite the fact that many of these disputes have still to be resolved.

There is no doubt that the dissatisfaction that exists among all stakeholders has reached alarming proportions. When the chairperson of a School Governing Body, who has also served as chairperson of the Selection Committee and overseen approximately 10 processes, makes an avowed statement that he will never again undertake such a process then one must assume that “something is rotten in the state of Denmark”. The processes in his particular school, although (he contends) conducted fairly and in accordance with national legislation (SASA, EEA, GEA, etc.) and provincial legislation (HRM 71 of 2000) have resulted in the school becoming polarized and educator’s making their dislike for him clearly known. This scenario has played itself out in many schools where dissatisfied educators have pulled out of School Governing Bodies and gone on “strike”.

### **5.2.1 The Dispute**

Notwithstanding the fact that the some of the reasons advanced for the dispute are frivolous, one cannot escape the conclusion that the procedures as enunciated in the provincial legislation (HRM Circulars) have been ignored. Certainly the principal erred in not requesting that the SEM appoint a nominee (in writing) in the event of his unavailability. The members of the Selection Committee erred as well in deciding the composition of same as this is the responsibility of the Governing Body. The Principal erred further in that he failed to uphold the confidentiality clause (EC5) which he had signed by revealing to the candidate that the other short –listed candidates were of note and that she should therefore prepare thoroughly. Personal preference was displayed initially when the Principal argued that the acting candidate be short- listed despite her not making the said list after the proper procedures were followed. This was taken a step further when he urged the candidate to prepare thoroughly. However well meaning the Principal’s intentions were, he had unfortunately transgressed the regulations as indicated in the circulars.

### **5.2.2 The Selection Committee**

#### **5.2.2.1 Knowledge and skills**

Respondents have made their feelings clear in respect of the Selection Committee’s abilities. The vast majority was not satisfied with the parent component being granted the immense responsibility of recommending educators. They lack the expertise, the knowledge and skill necessary to undertake a task of this magnitude. One must understand that selecting educators to serve on the School Management Team is an



onerous task that can only be undertaken by professionals. Sadly non-professionals “housewives, maids and mill workers, are now undertaking the process”. What is baffling is that the provincial legislation (HRM Circulars) does make provision for Governing Bodies to co-opt members from outside the SGB when expertise is required but they choose not to do so. In terms of the authority tool model the directives in the HRM documents represent the legitimate authority of the leader (department), which followers (SGB’s) should follow. Attaching one’s own meanings to the policy can only result in implementation problems.

Their inability, for e.g. to interpret Outcome Based Education (OBE) terminology clearly indicates their lack of understanding of educational issues. Their lack of appreciation for outstanding responses (in the interview situation) also reveals a lack of depth that is essential. As in all other professions, the selection process must be conducted by professionals.

#### **5.2.2.2 Nepotism, personal preference, bias and corruption**

My findings in this regard serve to confirm what other researchers (Gounden: 2000, Tulsi: 2000) have discovered. Allegations of personal preference, nepotism, bias and corruption abound. It seems that bribery is also commonplace with unscrupulous selection committee members accepting money and gifts to secure posts. Many alluded to the fact that selections were *fait accompli* and that this reduced the process to nothing more than a charade. Such comments coupled with the lack of motivation to apply only serve to indicate the alarming ebb of educator morale. Even principals, union officials and educator representatives serving on selection committees have been known to “push” for their candidates.

Section 26 of SASA (84 of 1996) clearly states that a member of the SGB must withdraw from a meeting for the duration of the discussion and decision-making in which the member has a personal interest. It would seem that members with vested interests are not doing so.

An analysis of the incentive tool model reveals that severe penalties for failure to comply can be imposed. The rationale is to prohibit or eradicate certain kinds of behaviour. Sections 17 and 18 of the Educators Employment Act 76 of 1998 does make provision for misconduct procedure to be implemented against educator personnel. To my knowledge no such action has been taken against any educator. Prohibition of certain behaviour (incentive tool model) is catered for in the provincial

HRM documents where applicants are warned that a promotion may be cancelled if they violate the principles of the policy.

The only punitive measures contained in the EEA in respect of SGB's is that the department of education may decline the recommendation in the event of procedural irregularities, undue influence by the SGB or the violation of the values enshrined in the constitution [Ch. 3, 6(3b)].

The Head of Department may also withdraw any function of the SGB if it is not being implemented appropriately (SASSA).

### 5.2.2.3 Training and capacity building

Training in most instances has been minimal. The fact that the "cascading model" has been utilized in the rare instances of training has not helped matters either as it has had the effect of "diluting" the information. Karlsson, et al (1996: 4) suggest that "provision must be made to ensure all rope-players can acquire the necessary knowledge and skills to perform their functions properly." Harber (1997: 147) is severely critical of training for leaders to cope whether in schools, governing bodies or in administrations describing it as "ad hoc and rather hit and miss". Moodley (2001: 33) concurs that parents did not receive sufficient training.

The obvious lack of skills and expertise as well as aspects of personal preference, nepotism, subjectivity, etc. can perhaps best be addressed by the capacity tool model which makes provision for information, training, education and resources to enable individuals and groups to make decisions. The assumption is that *barriers* (obstacles preventing selectors from implementing the policy correctly) may stem from a lack of information, skills and other resources. Whilst information is provided at the commencement of each process in the form of HRM circulars, it would appear that this is insufficient as problems in the implementation indicate. Regular workshops will certainly go a long way towards addressing some of the problems in implementation. Karlsson, et al (1996: 75) recommend that training should be organized by the department in partnership with NGO's and could take the form of seminars and week long '*bos-beraads*'. McPherson (1999) suggests that training should be intensive and ongoing. Such training, in the form of workshops, would be effective. What is not required is the *cascading model* as it further compounds the problems of implementation.

Policy alternatives must also be made known. Selectors must possess accurate information to permit evaluation of the benefits. This can only be achieved via continuous training, education and conferences where interaction between the policy formulators and implementers will serve to inform and improve policy implementation. Hence my advocacy of the cyclic model with its obvious advantages of consultative interaction in contrast to the linear model currently in operation.

### **5.2.3 Pre-Interview Stage**

#### **5.2.3.1 The Management Plan**

While sufficient time is afforded to applicants, the same cannot be said of selectors who bemoaned the fact that on many occasions they had to work in the wee hours of the morning to meet deadlines. Such undue pressure will definitely not help in ensuring that the process is conducted fairly and as per provincial legislation (HRM Circulars). With restrictive time frames, verification procedures as spelt out in the policy (consulting with referees), could not be implemented. More generous time frames will also allow the unions to be able to send observers to all processes.

#### **5.2.3.2 Eligibility**

Notwithstanding the generous minimum levels (educational experience), which were greeted with joy by most applicants, the political implications were not lost on those who do not hail from the previously disadvantaged communities. Selectors, too, bemoaned the fact that this had led to exceptionally large number of applicants as well as the expectation that all and sundry were management material. Given the increase in the number of applications and the restrictive time frames, selectors were forced to resort to “fair discrimination” in order to reach manageable numbers. The only “fair discrimination” permitted in terms of legislation would be the EEA [Ch. 2, 6(2)] i.e affirmation action. Discrimination in terms of cut-off points using nominal date of appointment (NDA) of educators would, in my view, constitute “unfair discrimination” which is outlawed in terms of the EEA [Ch.2, 6(1)].

Even affirmative action procedures may only be implemented after an analysis and equity plan has been decided upon. The concept of “jumping levels” (the promotion policy allows for educators to apply for any level provided they meet the minimum criteria) is, in my view, educationally unsound. Effective leadership demands developmental experience, which can only be acquired by going “through the ranks”.

### **5.2.3.3 The Curriculum Vitae**

There is a need to exercise a greater degree of flexibility in respect of the number of words allowed. The current number of 100/80 words does not allow candidates, especially the exceptional ones, the latitude to articulate their achievements. Disagreement existed, too, in respect of the categories “Community Involvement” and “Personality and Human Relations”. Thankfully in HRM 62 of 2003, “Personality and Human Relations” which is not easily quantifiable, was removed. Much dissatisfaction was expressed in respect of unscrupulous applicants embellishing their curriculum vitae. Some verification procedures in respect of educator accomplishments need to be implemented. Sanctions (incentive tool) need to be imposed on those educators who flagrantly disregard the principles of the promotion policy. The findings also confirm a commonly held view that the aspects of “punctuality” and “attendance” be included in the CV as it is an important yardstick to measure commitment and dedication, two crucial performance indicators.

### **5.2.3.4 Inconsistent Criteria**

The utilization of different criteria in the short-listing process has led to many a candidate feeling “hard done by”. Some selection committees have rationalized this as being necessary, given the logistical nightmares they have to endure in view of the large number of applications per post that they receive. If in a school the number of posts advertised for promotion is in excess of one, then the pressure on SGB’s will be compounded. Certainly if the cyclic model of policy is utilized, the architects (policy formulators) will be made aware of the need to raise minimum teaching experience to acceptable levels. The learning tool model which recognizes problems as a result of evaluation procedures, could be effected to ensure the continuous interactive consultation between policy formulators and policy implementers. Agents (selectors) will learn from experience about desired behavior through evaluation and formal hearings. One could argue that the grievance (regional level) and arbitration (ELRC level) procedures already in place could be viewed as elements of the learning tool being operationalized. There are those that believe that selection committees use the criteria to mask their real objective viz. selection of a pre-determined candidate.

### **5.2.3.5 The process of applying**

The fact that the process of applying is both time-consuming and costly may convince candidates not to apply. Given the low minimum levels of eligibility and the high expectations many candidates elect to apply for a large number of posts thus incurring exorbitant costs (paper, printing and postage). This is not helped by the fact that candidates have to travel at their own cost to schools that have invited them for interviews.

## **2.4 The Interview process**

In most professions the interview has always been viewed as a reliable instrument to assess a candidate's ability. A face-to-face interview plays a significant part in any selection process. Arvey and Haley (1979: 213) suggests that, "it is almost unthinkable to many that an applicant could gain entry into an organization without an interview of some sort."

In order to assist applicants perform to their true potential, selectors must ensure that they are made to feel comfortable and relaxed. While many candidates have indicated that they were made to feel at ease (reception area, light refreshments, etc.), others have felt intimidated and were unable to perform to their potential in the actual interview. It would seem that selectors are oblivious to the fact that the setting (candidate seated in centre of the room facing all selectors) and their demeanor (silence, staring, tapping of pen, lack of acknowledgement of good responses by smiling or nodding) may be perceived by the candidate as intimidatory. The atmosphere is not helped by selectors who give the impression that the process is a formality (candidate is pre-determined) either by sporting bored expressions or by looking at the ceiling. General questions inviting vague responses also lead to problems in assessing and arriving at the true potential of a candidate.

There is a growing perception (borne out by the responses in the questionnaire and semi-structured interviews) that selectors are easily impressed by articulate candidates. Selectors, however, need to be mindful that the most eloquent are not necessarily the most able. Often selectors discover, to their disappointment and detriment to the institution, that a huge gap exists between what candidates say they can do as opposed to what they can really accomplish.

“The interview has been widely studied and findings consistently point to its unreliability as a predictor of future performance. It is important that it plays only one part in the selection procedure.” (Bush and Middlewood 1997: 137) The interview is particularly vulnerable to subjective biases, prejudices and stereotypes on the part of interviewers. (Arvey and Haley 1979: 213). Tulsi (2000) suggests that selectors be trained in interview techniques.

“Remember- the interview is one aspect of assessment and can give a helpful indication of the candidate’s suitability for the position, but it is not the sole criterion. The interview should be considered together with the CV.” (Bassa 2004: 11).

Other instruments such as psychometric tests, in-tray exercises, written reports, role-play, leaderless group discussion, oral presentation, etc. should also be considered.

In order to ensure the effectiveness of this instrument “co-option from outside the SGB, appropriate experts from the department or other institutions could be considered.” (Coetzer et al 2000: 22).

### **5.2.5 Post-Interview Process**

Time frames in respect of the Management Plan are not necessarily followed. This results in candidates being kept waiting on tenterhooks. When the promotions are released, only successful candidates are informed personally, a marked improvement from days gone by when candidates either had to scour the newspaper or ascertain same from the unions. In addition, successful candidates often have to leave classes in the middle of the academic year to report to the new school. Surprisingly most candidates did not see the practice as disruptive. I can only ascribe this to the fact they are unable to tolerate any more delays.

### **5.2.6 General**

Promotion is viewed as essential in the self-actualization process of workers as it represents an affirmation of one’s worth and contribution and plays a pivotal role in enhancing self-esteem. This may be associated to the incentive tool model as promotions are viewed as affirmation of one’s worth. It is also beneficial to the

institution in that it boosts morale, thereby raising productivity. It is therefore crucial that candidates view the process as being free of flaws.

It is also worth noting that the absence of Departmental officials (usually the SEMS) is a contributory factor to the corruption that has become commonplace. These officials may justifiably argue that they cannot be in all places at the same time given the time constraints and the large number of processes being conducted simultaneously. However, it is also a truism that SEMS have abdicated their responsibility altogether, choosing instead to use the loophole in the provincial legislation (HRM Circulars) that they may nominate a representative.

### **5.2.7 The internal versus external debate**

While in the short term internal promotions might benefit the institution (building of morale, retaining staff, ensuring co-operation, etc.), I am of the opinion that in the long term it will be counter-productive. Already this debate has unleashed a tirade of comments ranging from the innocuous, “farce, charade, jobs for pals, etc.” to the more venomous, “this stinks”. What is abundantly clear is that there are a large number of educators who have become disgruntled and dispirited. They have come to the realization that if they are not successful at their own schools then their chances of promotion at another school are very slim. In any event there have been many instances of favouritism where even the best candidate at that particular school has been overlooked. This has resulted in-fighting which often has led to a polarization of staff (as is evident in the case study) or to educators resolving not to applying to other schools as it represents a sheer waste of time, effort and money. Such apathy and acceptance of corruption as being institutionalised is extremely damaging to the spirit of the teaching corps. This fatalistic resignation must be halted forthwith. In addition, any institution wishing not to stagnate must attract “new blood” in order to innovate, rejuvenate and invigorate the institution. According to Hunt (Bush and Middlewood 1997: 146), “Apart from the importance of ensuring credibility in the procedure and thereby of the person appointed, managers have consider also the need for new blood. An inward-looking culture which perpetuates stereotyped models of men or women company workers is in danger of what has been described as ‘organisational incest’.” In addition constant “inbreeding” promotes a culture of entitlement and thereby, apathy. Merit (“the best person for the job”) should be the sole criteria.

### **5.2.8 National legislation**

While the school in my case study gave due regard to the Employment Equity Act, no such regard was accorded to the disputee. The reason was that an equity plan (pre-requisite in terms of the Act) had not been formulated then. This matter has since been rectified but I am curious as to whether gender is being addressed, as it should. Certainly principles in national legislation (Employment Educators Act, Employment of Equity Act and South African Schools Act) have been contravened by both selectors and applicants. Discussion in this regard has already been made in this chapter.

### **5.3 Recommendations**

Against this backdrop, I wish to offer the following suggestions:

- That the Department of Education assumes its rightful responsibility of selecting educators worthy of promotion. This decisive act will go a long way towards restoring the levels of confidence that once existed. Such an act will, of necessity, require amending The South African Schools Act, which is within the realms of possibility.
- That Outside Recruitment Agencies be utilized to ensure that the process is conducted in a professional and fair manner, free of nepotism, personal bias, corruption, etc.
- Should this recommendation not be considered, I then suggest that Departmental officials become more fully involved in the process. It is quite obvious that a number of problems have arisen owing to the absence of same. It is also true that it would be logistically impossible for SEM's to be present at every process. I therefore recommend that other departmental officials be co-opted into this process. The subject advisers, for example, would be extremely qualified to be able to sit for a Head of Department post. An SEM for the post of Deputy Principal/ Principal. Other officials with educational expertise e.g. Planning, Assessment and Examinations, Psychological Services can be roped in for a period of time to undertake this process. Teams led by a senior official and operating in districts/circuits could be utilized to conduct these processes.



- Training and capacity programmes be conducted on an ongoing basis. This will ensure the role-players acquire the necessary skills and expertise required. The quality of the programmes should be such that it takes the form of seminars and workshops and not simply information dissemination sessions. In addition, such continuous interaction between policy formulators and implementers will serve to inform and thereby improve the promotion policy.
- Principals, especially in their capacities of Departmental Nominees, be removed from the process. Their impartiality is questionable since they are colleagues and in many instances are involved in processes where their colleagues (acting Principals) have applied. Their removal will go a long way towards allaying the suspicion that currently exists in respect of their ability to “influence selection committees”.
- Notwithstanding the fact that many educators are satisfied with the service requirements in respect of actual teaching experience for each post, I recommend that it be raised. My rationale for this is that it would reduce the number of applicants to a realistic number, thereby not creating unrealistic expectations as well as not giving selection committees any reason for choosing criteria that are regarded as discriminatory. In any event a candidate vying for a HOD post should, at the very least, have taught and distinguished himself at the matric level. It would also afford selection committees the opportunity to be able to conduct the process in terms of the prescribed procedures e.g. verifying details on the CV by checking with referees.
- The Management Plan be formulated in such a manner that due regard is given to allowing stakeholders to participate in respect of accepted procedures (HRM Circulars) Unions would therefore be able to send neutral observers to *all* processes. SEM’s would also be able to attend *all* processes. Selectors would be able to verify the CV’s of applicants by consulting referees. Appointments could also be made at the beginning of the academic year, thereby minimizing disruptions.
- The Curriculum Vitae be restructured. Fortunately the category “Personality and Human Relations” has been removed. The category “Community Involvement” also needs to be removed. Greater focus should be directed at the ability and accomplishments of the candidate in the educational context and his / her ability to fulfil the requirements pertaining to that post. Greater emphasis should therefore be given job description as enunciated in The

Personnel Administrations (PAM) document. Aspects such as *attendance* and *punctuality* need to be included as they speak to the dedication and commitment of the applicant. More latitude should be given in terms of length (80-100 words is somewhat restrictive) so as to allow the exceptional candidate the opportunity to market himself / herself adequately. Some verification procedure needs to be put in place to ensure that the CV is authenticated and that embellishments are banished to the realms of obscurity.

- Disciplinary procedures need to be instituted against all those who blatantly violate the integrity of the process. Instituting misconduct charges, for example, against a candidate who has lied in his CV (if it can be proved), will certainly act as a deterrent to other individuals who have blatantly manipulated the process. Even senior officials, like the Principal, should not be regarded as sacrosanct.
- The application process, given that it is time consuming and costly, needs to be streamlined somewhat. Each circuit office should be designated as the point where all applications may be dropped off. Even Preference lists which normally are sent to the region should be left at this point. This will certainly bring great relief to applicants in terms of cost and time.
- The interview, the sole instrument used to assess an individual, should be revisited. The quality of the applicant's response rather than his eloquence should be the determining criteria. The questions, too, need to be so structured that they test the applicant's ability to perform. The job description for each post level as enunciated in the Personnel Administrative Measures (PAM) document therefore needs to be given emphasis. Other strategies like role-playing, in-tray exercises, written reports, oral presentation, etc. should also be considered.
- Having established the service requirements in respect of eligibility, merit should then be the determining criterion. Applicants, whether internal and external, would then have an equal chance of success. This will certainly restore the faith of the teaching fraternity that the process is not a farce and that they have not been invited to the interview process just to "make up the numbers". Comments, too, such as "that's the way it goes", and "going nowhere slowly", would then become a thing of the past.

- The process must also be transparent and open to scrutiny. If everything is above board, why the need for secrecy? If anything, unscrupulous selectors have used this, to the detriment of some applicants, to mask their nefarious actions. Surely such transparency will have the effect of restoring confidence of applicants. This, I believe, will reduce significantly the inordinate number of grievances and disputes that have been declared. There should be some degree of feedback to unsuccessful candidates who may utilize the opportunity to capacitate themselves.
- The grievance and dispute mechanisms need to be revisited. It is a travesty of justice that some grievances and disputes are only resolved well after another process has begun. In some instances (as in case of the case study) the previous process has a direct bearing on the next one. There have also been reported cases where disgruntled applicants have resorted to litigation in an effort to obtain relief. Future researchers might want to venture into this territory.

The shop steward for APEK in the union publication *In Contact* has this to say in reference to unresolved disputes in Kwa-Zulu Natal, "...disputes here go on for months and sometimes years. This is due, in no small measure, to the tardiness of the Employer in addressing grievances speedily and efficiently." (Bassa 2004: 7)

Given the fact that some grievance processes have taken years to be resolved (in the case study, the dispute was resolved after 4 years), I believe that the dispute resolution mechanisms be urgently reviewed.

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## Appendix 1

### Questionnaire

Dear Respondent

I am a student at the University of Durban-Westville and am currently reading for my masters in educational management. The topic that I have chosen to research is titled *Implementation of the promotion policy and process in secondary schools in the Pinetown District*.

Given the large number of grievances and disputes that are declared during and at the conclusion of each promotion process, I am hopeful that my research will provide some invaluable insights as to why candidates are dissatisfied. Your input is therefore vital in assisting me to ascertain the manner in which the promotion process is being implemented in secondary schools. Kindly note that permission has been obtained from the Department of Education and Culture-KZN. I wish to assure you that all information disclosed will be treated in the strictest confidence. In order to ensure your anonymity, you are not required to disclose your name. Please be informed that I am willing to share my findings with you should you desire it (my contact details are provided at the conclusion of this questionnaire). Your invaluable contribution and cooperation is appreciated.

Yours in education

\_\_\_\_\_  
S. Pillay

#### Section A – Biographical Data (Please tick the appropriate column)

1. Name of school: \_\_\_\_\_

2. Ex HOD  
Ex DET  
Ex HOR  
Ex HOA  
Ex KZN - DEC

<input type="checkbox"/>	1
<input type="checkbox"/>	2
<input type="checkbox"/>	3
<input type="checkbox"/>	4
<input type="checkbox"/>	5

3. I am a:  
level one educator  
Head of Department  
Deputy Principal  
Principal  
Acting (H.O.D, D.P, Principal)

	1
	2
	3
	4
	5

4. Gender:  
Male  
Female

	1
	2

5. I have been teaching for:  
01 - 10 years  
11 - 15 years  
16 - 20 years  
21 - 25 years  
26 - 30 years  
more than 30 years

	1
	2
	3
	4
	5
	6

6. How would you classify the geographical location of your school:  
Remote Rural  
Semi – Rural  
Urban

	1
	2
	3

7. Your highest academic qualification is:  
Lower than Grade 12  
Grade 12  
Undergraduate Diploma/Degree  
Honours Degree  
Masters Degree  
Doctoral Degree

	1
	2
	3
	4
	5
	6

8. I have applied for promotion posts:  
Once  
02-05 times  
06-10 times  
more than 10 times

	1
	2
	3
	4

9. I have been invited to interviews:  
Once  
02-05 times  
06-10 times  
more than 10 times

	1
	2
	3
	4

## Section B – Please tick the appropriate column

Statements	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
<b>Pre- Interview Process</b>					
10. The management plan allows candidates sufficient time to apply					
11. The assessment of language proficiency discriminates against certain candidates.					
12. The minimum educational experience required for each post level is fair.					
13. The CV 1 caters for all areas of your educational experience and expertise.					
14. The number of words allocated for each area (CV 1) is adequate.					
15. The weighting of the different areas (CV 1) is appropriate.					
16. Community involvement should be taken into account.					
17. It is difficult to assess Personality and human relations.					
18. The CV 1 should be verified and validated by Principal.					
19. The criteria used, to shortlist candidates to a manageable number is fair.					
20. The process of applying is costly					
21. The process of applying is time – consuming.					
22. Candidates acting in the post at the school should be given preference.					
<b>The Interview Process</b>					
23. The notice period (5 working days) is adequate.					
24. The atmosphere and setting are designed to make candidates feel at ease.					
25. The questions test competence and suitability for the post.					
26. Selectors listen attentively to responses.					
27. Selectors are competent to assess the suitability of the candidate.					
28. The response time allocated for each question is adequate.					
29. Candidates are allowed to round off responses when the time allocated is exceeded.					





## **Appendix 2**

### **Interview Schedule**

#### **[A] General**

1. How many times have you been involved in the process and in what capacity?
2. How would you rate your knowledge, skills and expertise in respect of the selection process?
3. What training, if any, have you received?
4. Critically evaluate this training.
5. What role did the principal play in the process

#### **[B] Pre-Interview Process**

1. What are your views on the time frames as reflected in the management plan?
2. Where the CV's read fairly?
3. Comment on the CV (length, weighting, categories, etc)
4. Comment on the minimum teaching experience levels i.r.o. eligibility.
5. Discuss the criteria utilized for the short-listing process.
6. Did selectors recuse themselves from the process?

#### **[C] Interview Process**

1. Where the candidates made to feel at ease?
2. When and how were questions formulated?
3. Did candidates understand the Questions posed?
4. Do you think that parent selectors were vulnerable to bias, personal preference and nepotism?
5. Was the Employment Equity Act implemented in your school?
6. Do you think that eloquent candidates enjoy an advantage?
7. Were union observers present at all processes?

**[D] Post-Interview Process**

1. Did departmental officials participate in the process?
2. Do you think that attendance and punctuality should play a vital role in the selection process?
3. Was confidentiality breached at any time?

**[E] Open-ended questions**

1. Identify what you perceive to be the merits of this policy.
2. What, would you say are the weaknesses of this policy?
3. Comment on the *internal versus external* debate

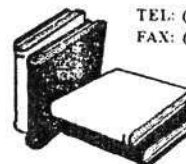




# University of Durban-Westville

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4000 SOUTH AFRICA  
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FAX: (031)204-4383  
☎ (031)204-4111

## RESEARCH ADMINISTRATION



TEL: (031)204 5008  
FAX: (031)204 4883



ALL CORRESPONDENCE TO BE ADDRESSED  
TO: THE HEAD - RESEARCH ADMINISTRATION

*REG. 7709880*

14 MARCH 2003

MR. S. PILLAY  
EDUCATIONAL STUDIES

Dear Mr. Pillay

### ETHICAL CLEARANCE - NUMBER 03052A

I wish to confirm that ethical clearance has been granted for the following project:

*"School based promotions - Agony or ecstasy"*

Thank you

Yours faithfully

  
.....  
MS. PHUMELELE XIMBA  
(for) HEAD: RESEARCH ADMINISTRATION

PS: The following general condition is applicable to all projects that have been granted ethical clearance:

THE RELEVANT AUTHORITIES SHOULD BE CONTACTED IN ORDER TO OBTAIN THE NECESSARY APPROVAL SHOULD THE RESEARCH INVOLVE UTILIZATION OF SPACE AND/OR FACILITIES AT OTHER INSTITUTIONS/ORGANISATIONS. WHERE QUESTIONNAIRES ARE USED IN THE PROJECT, THE RESEARCHER SHOULD ENSURE THAT THE QUESTIONNAIRE INCLUDES A SECTION AT THE END WHICH SHOULD BE COMPLETED BY THE PARTICIPANT (PRIOR TO THE COMPLETION OF THE QUESTIONNAIRE) INDICATING THAT HE/SHE WAS INFORMED OF THE NATURE AND PURPOSE OF THE PROJECT AND THAT THE INFORMATION GIVEN WILL BE KEPT CONFIDENTIAL.

cc. Director of School  
cc. Supervisor



Address:	Truro House	Private Bag:	Private Bag X54323	Telephone:	(031) 360-6911
Ikhehl:	17 Victoria Embankment Esplanade	Isikhwama Sepost:	Durban	Ucinco:	
Adres:		Privaatsak:	4000	Telefoon:	(031) 3321126
Enquiries:	Examinations and Assessment	Reference:	15/2/13/1	Date:	04 September 2003
Imbuzo:	S.P. GOVENDER	Inkomba:		Usuku:	
Navrae:	031 - 3606249	Verwysing:		Datum:	

Mr S. Pillay

Dear Mr Pillay

**PERMISSION TO CONDUCT RESEARCH : eTHEKWINI REGION**

Registration No. 7709880

- I. Your letter dated 14 August 2003 refers.
- II. You are hereby granted permission to conduct research along the lines of your proposal, subject to the following conditions:
  - A. No school/person may be forced to participate in your study;
  - B. Access to the schools you wish to utilise is negotiated with the principal concerned by yourself;
  - C. The normal teaching and learning programme of the schools is not to be disrupted;
  - D. The confidentiality of the participants is respected; and
  - E. A copy of the findings should be lodged with the Regional Senior Manager at the completion of the studies.
  - F. You accept that as a serving educator in the employ of the KZNDEC, you may not utilise official time to conduct research.
- III. This letter may be used to gain access to schools.
- IV. May I take this opportunity to wish you every success in your research.

Yours faithfully,

Mr SP Govender  
Regional Co-ordinator: Research  
for Regional Senior Manager