

**THE MANAGEMENT ROLE OF THE CIRCUIT
MANAGER IN THE IMPLEMENTATION OF
TRANSFORMATION POLICIES WITH PARTICULAR
REFERENCE TO THE NORTH WEST PROVINCE**

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DECLARATION

I declare that the dissertation for the degree of Master of Education at the University of North West hereby submitted has not previously been submitted by me for a degree at this or any other University, that it is my own work in design and execution and that all materials contained have been duly acknowledged.

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ABSTRACT

THE ROLE OF CIRCUIT MANAGERS IN THE IMPLEMENTATION OF TRANSFORMATION POLICIES IN THE NORTH-WEST PROVINCE

The main purpose of this study is to determine the roles of circuit managers in the implementation of new policies, and the essential strategies needed for effective implementation. Furthermore the study carefully examines past and current guidelines for policy implementation. This is done to determine the challenges and critical competencies for circuit managers with the ultimate aim of developing implementation guidelines for the new policies by circuit managers.

Little has been written about the implementation of new policies guidelines for circuit managers in developing countries like South Africa. Similarly, little attention is given to support them in policy implementation and monitoring.

The subjects of this study are circuit managers and Secondary Schools principals. Results from the 58 circuits managers, and, a random sample of 150 secondary principals were analysed. The study reveals that circuit managers in developing countries like South Africa are more concerned about lack of support and recognition to their position as policy implementers. Further concern is also placed at circuit office levels ranging from the shortages of transport, communication equipments and personnel, that is, both professional and administrative staff. Other concerns also revealed are the inhibiting role of the educator unions in the implementation of policy. It also reveals that circuit managers need self confidence, flexible strategies, critical competencies and the necessary skills for effective policy implementation.

On the basis of the challenges and skills identified from both the literature and the empirical study, implementation guidelines for circuit managers in the North West were developed.

The new policy implementation guidelines consists of four phases as follows: pre-implementation, actualisation; cascading and monitoring. Each and every phase has a set of objectives to be realised. Furthermore, the guideline also takes into account the role of the various key stakeholders like teachers unions and parental bodies hence the development of the management structure. The main purpose of the management structure is to facilitate implementation of new policies. The study recommends that re-orientation programmes should be mounted to help circuit managers implement new policies effectively and such programmes should include amongst other things, factors like the resources, objectives and aims of such policies.

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CHAPTER 1

1. INTRODUCTION

In the new South Africa, more than ever before, there is a growing realisation of the need to ensure effective implementation of the emerging new policies, in order to provide cost-effective educational services in the school system. In this regard, a body of literature on effective superintendency had identified the critical roles of circuit managers in both policy implementation and monitoring (Hill et al 1990; Wissler and Ortiz 1988). However, a missing factor is the absence of the re-orientation programmes for circuit managers to deal effectively with the challenges of implementing new policies. Similarly, the lack of striking a balance between the resources allocated to both policy formulation and implementation is a matter of great concern.

This mismatch appears to be contributing to the inability to implement policies and the subsequent frustration of many managers. Furthermore, there is “little evidence to suggest the recognition and clarification of the role of the present circuit manager in the new dispensation” (Audit Phase I Report, 1999:1). Some of the current circuit managers who are expected to implement democratic policies, had implemented apartheid policies in the past with some measure of success (Task Team Report, 1996 : 38).

Within the context of this chapter, an orientation to this investigation is provided to simplify an understanding of the problem under investigation. Lastly, the determination of the study and the structure thereof will be given.

1.1 STATEMENT OF THE PROBLEM

As one of the nine provincial education departments in the “new South Africa” the North West Province developed an organisational structure for the transformation of education in line with the National Education Policy Act (1996). According to the National Education Policy Act (1996), subsection 3(4), the Minister shall be responsible for “national policy for the planning, provision, financing, staffing, management, monitoring, evaluation and the well being of the education system”. In this connection, the organisational structure strategically placed the circuit managers at the close proximity of the school system with the aim of facilitating policy implementation (Annual Report, 1996:3).

Furthermore, the departmental organogram placed the circuit managers in charge of educational circuits that is comprising an average number of ± 50 schools.

The entrenchment of basic education as a constitutional right and the advocacy of free and compulsory education as a policy has caused an increase in school attendance and a significant number of new schools which is accompanied by the appointment of new principals is observed. This causes a strain on funding for public education, bearing in mind that 25% of the budget is spent on education provision (Annual Report, 1997:4).

The need to ensure successful implementation of transformation policies in education is made more pronounced by the fact that South Africa has joined the globalisation of the world economy and has to raise the standard of education to an acceptable level. This seems to be an added challenge to the task of transforming apartheid policies. The need to address these challenges appears to be centered around the development and re-orientation of the current circuit managers. Implicit in this line of argument is the necessity to provide a human resource management framework for policy implementers. Cannon (1997:1) support this view when he argues that it is clear from both public and private sector developments around the world that the way people are treated and managed, is central to achieving maximum performance for outcomes programme delivery.

In South Africa, the reality of the problem is that most of the present managers expected to implement democratic policies were the implementers of the apartheid policies. This appeared to have put these managers against the proponents of the democratic forces, where they were viewed with a lot of suspicion. Unterhalter et al. (1991:192) contextualise the matter by saying that “principals and inspectors of schools were first and foremost collaborators who carried out state repression of progressive movements”. This stigma is captured widely in the task team report which states that the rejection of inspectors was partly the result of the bureaucratic and authoritative management system which the inspectors were required to implement and “police”, and partly the result of a general rejection of any authority of the illegitimate state (Task-team Report 1996 : 20). This negative attitudes towards school inspectors is further strengthened by the 1989 SADTU defiance campaign which argued that the appraisal system be linked to a re-negotiation of the roles of inspectors in the schools and the management of education. Furthermore the present situation is properly captured by Audit phase II (1999 : 46) state that there is very little change in the attitudes of educators towards these officials. This implies that circuit managers are still being viewed negatively by educators in the school system.

Inferences drawn from the above paragraph suggest that the management roles of the circuit managers in the old dispensation appeared to have made them victims of the system since they were implementing state policies. According to Unterhalter et al.(1991:26) apartheid education had put a lot of emphasis on differences on “origins of colour, culture and tribalism, rather than emphasis on unity in diversity”. Cannon (1991:146) supports this view by saying that there are disturbing signs that racism is deeply embedded in the South African society. This implies that, transformation of the system may not be an easy one, given the history of the country.

In South Africa, lack of appropriate training for education managers such as principals and circuit managers is revealed by researchers like Van de Westhuizen (1991), Kros and Herman (1992). This is causing great concern since the effective implementation of policies or programmes seem to be depended on appropriate managerial skills, repertoire of strategies and the understanding of policy framework and the availability of resources.

In the North West circuit managers are promoted from the school system without any formal training or re-orientation for in the new system (Annual Report 1996:3). Furthermore, despite the formulation of new policies within the scope of labour relations, human resource, quality assurance and education management there is little evidence to suggest the training of circuit managers in policy development and implementation, despite their apparent vital role to the education system as a whole. This appears to be a matter of great concern since non-delivery or incorrect interpretation of policy implementation is often blamed on the circuit managers. Mamaila reported that in April 1998, SADTU blamed the circuit managers for failing to adhere to signed procedures on the rationalisation and redeployment calling circuit managers saboteurs of the democratic order, who deliberately misinterpret policies (Sowetan 1998 : 97).

Various administrative problems experienced by developed countries like USA and UK within their educational system such as high drop-out rates in primary and secondary school, inefficient and cumbersome bureaucracies, financial mismanagement have all contributed to the sense of urgency regarding the training of educational administrators (Glastra Van Loon and Rothwell, 1972:169). The impression created here seems to suggest that trained administrators would be better prepared to handle the task at hand. The need to train educational administrators in developing countries is best captured by Lungu (1983:86) in pointing out the following:

training can lead to significant improvement in the quality of work;

it has several advantages over trial and error apprenticeship;

it helps to organise and discipline knowledge which would otherwise be gained only after prolonged and wasteful experiences;

training can equip administrators with conceptual skills and competencies necessary for the performance of their duties. The above indicated factors appear to make the training of managers an imperative exercise within the education system.



However, in developed countries like USA and Japan, the importance of the Superintendent role in education is highlighted. For instance, Carter et al. (1993:134-135) confirm the point in saying principals and superintendents must play a crucial leadership role in developing school community's support for the reforms propose and school boards must provide them with the professional development and other support to carry out their leadership role effectively. It can therefore be deduced that circuit managers need the support of the department plus training in order to do their jobs effectively.

Current literature in new policy implementation intended to reform/transform the schools district, particularly in developed countries like UK and USA points to aspects such as paradigm shift, visionary leadership, analytical skills, international leadership and professional expertise as elements needed from education executives for bringing change and effective service (Wissler and Ortiz, 1988; Fullan 1993; Brooksbank and Anderson 1989).

In South Africa and the North West Province in particular, the tradition of assigning managers to the task of implementing new policies without any capacity-building programme and the clear role specification still hold water. And no research has been conducted on the specific roles of circuit managers in the implementation of transformative policies in the province.

In developed countries like UK and USA, a body of literature on the roles and challenges of superintendents on policy practice is reflected (Wissler and Ortiz 1988; Hill et al. 1990; Clegg and Billington 1994, UK; Brooksbank and Anderson 1989, UK). These studies indicate that the superintendent is the single most important individual for setting the expectation and tone of the pattern of change within the content of policy implementation. They are "leaders who transform the organisation in accordance with a vision of where it should be heading (Carter et al. 1993:135).

The roles and the problem of circuit managers are vividly put by Blumberg (1985:38) when he observes that superintendents face "the necessity of having to live daily with conflictual or potentially conflictual situations in which he/she plays a focal role as decision-maker, mediator or simply as a

human lightning rod who attract controversy. Some of the conflicts take on major proportions, affecting the entire school district. Some relate to the superintendent as a person, some to his/her job and career and some to his/her family. Regardless of the focus or substance, a seemingly absolute condition of the superintendency is that there are rarely days when the superintendent is not called upon to make a decision that will create some conflict or is not involved. Somehow in conflicts of his own making”.

A body of literature shows that circuit managers problems at operational level could be enumerated as follows : (Blumberg 1985, and Carter et al. 1993.

Transformative roles : They either lack the willingness to change their role-approach, or too much is expected from them without being given the necessary support.

Educational politics : They seem not to be in the position to concretise and reconcile the formulation and implementation of educational policies with the value system. For example, policies indicate the paths by which particular principles and objectives are to be realised. For instance, democratic value will lay emphasis on unity, equality and non-racism. According to Prunty (1985:136) policy is the legitimisation of values. Implicit in this statement is that policy implementers had to have an insight into the philosophy, objectives, principles and origins of transformation policies, to ensure effective policy implementation.

Availability of resources : More often that not, policy-makers are better resource than policy implementers in terms of money, skills, time and infrastructure. This also refers to lack of recognition and support.

1.2 AIMS OF THE RESEARCH STUDY

From the above-mentioned, the aim of this research can be operationalised in the following aims :

AIM 1: To determine from literature the nature and scope relationship between policy development, policy analysis and policy implementation cycles.

AIM 2: To determine empirically the roles and challenges facing circuit managers/education officer in the implementation of policy.

AIM 3: To determine empirically the essential expertise and understanding needed for policy implementation.

AIM 4: To develop guidelines for the implementation of policy for circuit managers

1.3. METHOD OF RESEARCH

1.3.1. LITERATURE STUDY

In the review of literature, a detailed study of both secondary and primary sources was conducted with the view of gathering information on the roles of circuit managers in policy implementation. A dialog-search was done with the following terms : education officer, school development, superintendent, school inspectors, management roles, function, policy practice, policy development, policy analysis, policy implementation, reform policies and changed policies.

1.3.2 EMPIRICAL INVESTIGATION

1.3.2.1 A QUESTIONNAIRE

Questionnaire was developed and pre-tested. The aim of the questionnaire was to gather information from circuit managers and school principals on the problems encountered by circuit managers in the role of the implementation of new policies.

1.3.2.2 POPULATION

All 58 circuit managers in charge of 58 educational circuits in the North West Province plus a random sample of (n=150) secondary school principals was selected to participate in the study.

1.3.3 DATA ANALYSIS

With the help of the statistical section of the University of the North West computer division, statistical analysis was employed.

1.4 DEFINITION OF TERMS

In order to avoid misconceptions which may arise due to the use of certain terms, words or concepts employed in this research study, it became imperative to define the following terms and concepts :

1.4.1 CIRCUIT

A circuit refer to a cluster of schools falling in a particular geographical area. According to the North West organogram of 1994, an educational circuit is made up of approximately 10 000 learners, approximately 400 educators and approximately 50 schools and the person managing these components is called a circuit manager (1994:4).

1.4.2 CIRCUIT MANAGER

According to the North West Education Act of 1996, a circuit manager means an education manager directly in charge of a cluster of school and also responsible for the efficient management of education service in the area. For the purpose of this study, the words circuit manager, superintendent, school developer, school inspector, district co-ordinator, circuit supervisor or education officer would be deemed to have the same meaning and can be used interchangeably. But in this study, circuit managers or superintendent as words were commonly used.

1.4.3 IMPLEMENTATION

Implementation refer to the task of carry out or put into practice something already formulated.

1.4.4 TRANSFORMATION

Means to change in form or appearance for the better. For instance, changing from autocratic approach to a democratic approach can be viewed as an example of a better change.

1.4.5 POLICY

Policy refer to a plan or course of action in directing affairs, as chosen by a political party or government. In this instance, transformation policies emanate from the present democratic government of South Africa.

1.4.6 NORTH WEST PROVINCE

It is one of the smaller provinces in the country and is completely landlocked. It has a population of 3.3 million people on a land area of 116 320 km. The capital of the province is called Mafikeng. According to Burger (1997:14) the human resources development levels in the province is low and poverty is acute in the rural areas.

1.5 DEMARCATION OF THE STUDY

It has been decided to locate the study within the North West Province by approaching circuit managers and some secondary school principals for two reasons. Firstly, this is the province where the researcher is based by residence and working, and therefore accessibility to both the circuit offices and schools may not pose very serious problems. Secondly, there have been a lot of concern on the lack of effective policy implementation and some of the new policies were abandon during

implementation stage, which led to the breakdown of the culture of learning, teaching and service leading to poor performance, especially the Grade 12 examinations. This poor performance has contributed to the decline of the public confidence in the public school system (Smith 1990 : 149).

1.6 CHAPTERS HEADINGS

CHAPTER 1 : Orientation

CHAPTER 2 : The review of literature

CHAPTER 3 : Empirical investigation

CHAPTER 4 : Research design

CHAPTER 5 : Guidelines for policy implementation

CHAPTER 6 : Summary, findings and recommendations

1.7 SUMMARY

In this introductory chapter, a brief orientation to the study is provided, outlining the problem to be investigated, formulating aims of the study. The major focus of the study is to investigate the role and challenges of circuit managers in policy implementation.

The challenges experienced by the circuit managers are to be addressed by giving them supportive tasks in the form of implementation strategies, resources, training and empowerment as they make a move out of the transformation period into the period of institutionalisation which calls for the monitoring and evaluation of the implemented policies, that falls within the framework of quality assurance and quality management.

CHAPTER 2

2. REVIEW OF LITERATURE

2.1 INTRODUCTION

The objective of this chapter is to give a brief review of literature on the management roles of circuit managers in the implementation of transformation policies in both developed and developing countries. Furthermore, the relationship between policy development and implementation is discussed. In addition, special attention is given to the implementation of transformation policies in education, taking into account the contested nature of policy development with particular focus to education as a cultural field.

2.2 FURTHER DEFINITION OF CONCEPTS

Major concepts and their related aspects will be defined and discussed in this section namely: management, educational management, management role approach, transformation, policy analysis and implementation.

2.2.1 MANAGEMENT

There are numerous ways of conceptualizing “management”. The definitions on management seem to be many as there are writers on the subject. Marx (1979 : 7) defines management as a process, whereby people in leading positions utilise human and other resources as efficiently as possible in order to provide certain products or services, with the aim of fulfilling particular needs and achieving the stated goals of the institution. In addition to this view, Mullins (1993 : 365) views management as a process:-

- * taking place within a structured organisational setting and within prescribed roles;
- * directed towards aims and objectives;
- * achieved through the efforts of other people; and
- * using systems and procedures.

According to McFarland (1994 :46) “management is defined for conceptual, theoretical and analytical purposes as that process by which managers create, direct, maintain and operate purposive organizations through systematic, co-ordinated, and co-operative human effort”.

From the above definitions, it can be inferred that management as an art takes place within a particular environment or situation and presupposes the interaction of various role-players and the presence of material resources to achieve the set goals of an organization. It is also apparent that from the definition that members of the organization are expected to participate in the management process, so that the specific goals of the organization or institution can be realised. Furthermore, the systematic, co-ordinated and co-operative human efforts suggest the deployment of human activity so as to ensure the realisation of goals. This vital element seems to be management. This point is strengthened by Van der Walt and Du Toit (1997 : 3) in saying that “managers must get things going until the goals have been realised. They further say, without management, an organisation is lifeless”. The essentialities of management is therefore to combine, allocate, co-ordinate and deploy inputs in such a way that the organisational goals are achieved as productively as possible.

2.2.2. EDUCATIONAL MANAGEMENT

According to Paisey (1983 : 93) the use of the term management in educational vocabulary is comparatively of recent origin. People in education had associated the word to manufacturing and commerce. Brodie (1979 : 1-2) further supports this view when he states that such thinking was based on the inadequate understanding of individuals and group behaviour and insensitivity to social considerations and serious difficulties in the handling of authority relationships. In brief, it can be said that education management had been a missing dimension in the education sector.

According to Bush (1986 : 1) educational management is a field of study and practice concerned with the operation of educational organization. Furthermore, Glather (1979:16) further points out that management studies are concerned with the internal operation of educational institutions and also with their relationships with their environments. The views

of both Bush (1986 : 1) and Paisey (1983 : 93) can be viewed of giving the concept educational management as an art, a holistic description since both the internal and external environment of the organization is highlighted.

The holistic view of management is further strengthened by Van der Westhuizen (1991:40) in seeing educational management as an integrated activity. He further views different and specific functions of management as mutually inclusive, supportive and inseparable. By implication, educational management in the school or education system can be seen as a supportive mechanism to enable the system to achieve predetermined goals. For example, petrol, oil and water help the engine of the vehicle to run. The integrated description of educational management is supported by Bush and West-Burnham (1994:28) in seeing management as an activity which is engaged in by all members of an educational organisation, i.e. teaching staff, senior staff, non-teaching staff and students.

It can be inferred from the above paragraph that education management within the education system should not only be restricted to the focus on school principals, school circuit managers and district managers. Since the task of management, at all levels in the education system, is ultimately the creation of supporting conditions under which educators and learners are able to achieve learning. In the opinion of the researcher, educational management should not be seen as being the responsibility of the chosen few. According to task team report (1996 : 1) educational management is a process to which all contribute and in which everyone in an organization is to be involved.

Van der Westhuizen (1991) further views educational management as a specific task in education consisting of all those regulating acts which are performed by a person or body in a position of authority in a specific area of jurisdiction for the purpose of making effective teaching and education possible. He further holds that :-

- * educational management consists of a number of regulating tasks and activities;
- * authority is a pre-requisite for good and effective management;
- * the aim of educational management is the realisation of effective education in a unique manner;

- * educational management is based outside the teaching-learning situation and
- * educational management is not an act of intuition but requires thorough training and research.

2.2.3. MANAGEMENT ROLE APPROACH

According to Van der Westhuizen (1991 : 90), knowledge of the role approach is essential so that the educational leader may understand, adapt to and fulfill his social role. To the researcher, knowledge of the role approach is not only essential but is of fundamental importance to the educational manager. However, Burnes (1996 : 341) points to the complexity of defining the role approach of managers by saying that definitions of the role of managers have ranged from attempts to list basic tasks to more ambitious attempts to define the essence of the manager's role. In the opinion of the researcher, the problems seem to be centered around what is expected from a manager and what he or she actually does. This problem seems to be worsened by the fact that "most managers are driven by expediency and operate in responsive mode" (Burnes 1996 : 342).

2.2.4 WHAT IS POLICY?

According to Cunningham (1963 : 229) policy is a bit like an elephant, you recognize one when you see it, but is somewhat more difficult to define. This statement seems to suggest the complications of defining policy. The conceptualisation of policy seems to be as many as there are researchers on this matter. For example, Dye (1992 : 2) gives a simplistic view of policy as "whatever governments choose to do, or not to do". This conceptualisation of policy seems not to be broad enough, but very vague.

The conceptualisation of policy by Dye (1992) can be viewed in a traditional sense since it seems to be confining policy to government operations only. Government sectors are not the only structures that deal with policy. Even private sectors utilise policy to run. The traditional conceptualisation of policy is further exposed by Hogwood and Gunn (1984 : 13-19) when they view policy as specific proposals, policy as decisions of government; policy as

formal authorisation; policy as a programme; and policy as outcomes.

Furthermore, Harman (1984 : 13) defines policy as the implicit or explicit specification of causes 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.

Inferences made from Harman's conceptualisation of policy seem to suggest a functionalist view about the field of policy. The definition does not consider the fact that policy as a process takes place within a particular context driven by certain ideologies and values system. This view is supported by Taylor et al. (1997 : 24) when they say "policy is much more than a specific policy document or text". Rather, policy is both process and product. They further say, policy involves the production of the text, the text itself, ongoing modification to the text and process of implementation into practice. The view of Taylor et al. (1997 : 25) is supported by Ball (1994 : 10) when he says "policy is both text and action, words and deeds, it is what it is enacted as well as what is intended. Policies are always incomplete in so far as they relate to or map on to the wild profusion of local practice". Both Ball and Taylor's exposition appear to highlight the synergy among the different cycles of policy process.

Furthermore the implication of Ball's (1994) exposition about policy seems to indicate the dynamism of policy as a process. Thus implying that policy is not something static or existing in a vacuum. Furthermore, Ball (1994) exposition also recognizes the political character of policy process. It can be argued that the values or ideologies attached to policy development makes it a contested field, more so in education, since the education system is driven by particular policies underpinned by a set of values.

Van der Waldt and Du Toit (1997 : 208) view policy as a series of related decisions, taken after liaison with public managers and political office bearers, that convert certain needs of the community into objectives to be pursued by public institutions. Inferences made from this statement seem to suggest close co-operation between public management (policy implementers) and politicians (policy developers). Synergy is implied between policy

developers and implementers. This synergy appears to form a vital link between policy development and implementation.

Taylor et al. (1997 : 13) made the following views about policy :

- * policy is more than text;
- * policy is multi-dimensional;
- * policy is value-laden; and
- * policies exist in context.

These statements about policy seem to be high-lighting the complexity of policy as a process, at the same time taking into account various competing forces at play, influencing the process of policy. This again point to the dynamism of policy as a product and process of certain activities and action.

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According to Dunn (1994 : 9) policy is a purposive course of action based on currently acceptable societal values, followed in dealing with a problem or matter of concern and predicting the state of affairs which would prevail when that purpose has been achieved. Dunn's conceptualisation of policy seems to be functional and fairly simple. Furthermore, the conceptualisation recognises the importance of values of the society. For example, democracy has different value systems than communism or an autocratic state. By implication, policy can be viewed as the mirror of the society it attempts to regulate.

Dunn (1994 : 9) further highlights four general concerns or tasks of public policy as follows:

- * communicates society values;
- * provides guidelines for the many decisions and actions that organizations and institutions take daily;
- * embraces a very broad sphere of governance from the generalized creation of formation values to the formation of rules and criteria for enforcing law; and
- * confers predictability on the process of government.

It provides, for example, it provides a basis on which to foresee outcomes and a yardstick for evaluating the performance of public institution. The tasks set-up by policy as pointed out by Dunn can be viewed as contributing to stability of an organisation since they appear to set order of things right.

The above-mentioned conceptualisation clearly shows that policy is a highly complicated concept which described how governments or organisations attempt to regulate the activities by formulating particular policy. Policy then is a contested and balanced activity and therefore none of the definitions above can either be stressed or accepted per se.

All these conceptualisations more or less contain some common elements of policy. It can therefore be inferred that policy as a concept will consist of some or all of the above-named elements and that all these elements are key to the conceptualisation of policy as a process.

From the above-definitions and explanations, it is safe to view policy as a purposive cause of action based on the currently acceptable societal values followed in dealing with a problem or matter of concern and predicting the state of affairs which will prevail when that purpose has been achieved (Dunn 1994:9). This definition appears to be pointing out the fundamental existence of policy.

2.2.4.1 POLICY DEVELOPMENT AND ANALYSIS

According to Patton and Sawicki (1986 : 3) policy analysis itself could be seen as the breaking up of a policy problem into its component parts, understand them and develop ideas about what to do. Furthermore, Dunn (1994 : 30) views policy analysis as the activity of creating knowledge of the policy-making process. In doing so, the policy analysts investigate the causes, consequences and performance of public policies and programmes. Subscribing to the views of Dunn (1994), Patton and Sawicki (1986) and Downey (1988 : 12) conceptualise policy analysis as the generation of information for the purpose of informing the policy-making process.

The conceptualising of policy analysis by Patton and Sawicki (1986) and Dunn (1994:46) seem to view policy analysis as an intellectual activity intended to look at the usefulness, importance and applicability of the policy as a process. In the same vein, Downey's (1988) views seem to be narrow and function-orientated, since generation of information does not necessarily imply the application of one's mind. However, it seems that the importance of policy analysis cannot be over-emphasized. This view is confirmed by Van der Waldt and Du Toit (1997 : 211) in saying " constant analysis should take place to evaluate the desirability of policy in changing circumstances and adjustments should be made". This may imply that policy analysis should take into account the changing environment of policy development and factors that are associated with policy.

The role of policy analysts as experts in the field of policy analysis experience some challenge from other fields. According to Leonard (1994 : 3) policy analysis is not some highly specialized science practised only by academics and consultants; nor is it a miracle cure for bad policy. This statement seems to imply that policy analysis is not confined to the experts only. This seems to suggest that the target group or stakeholders can also examine the impact of policy. In the South African context, this seems to be the case, because stakeholders more often show their displeasure around certain policy. The rejection of GEAR (Growth, Employment and Redistribution) by COSATU as government economic policy can serve as an example of the assessment of policy by stakeholders (Anon, City Press, 1998).

Hanekom and Thornhill (1994 : 66) say policy analysis is done for scientific, professional or political reasons. This statement seems to suggest the importance of key role players in the policy process. For instance, the results of policy analysis from a professional enquiry point of view, might benefit professionals like public managers, executives or planners. At the same time, political enquiry might inform the politicians, legislative bodies or the target group about the strengths and weaknesses of the given policy. In brief, policy analysis as a field seems to suggest the presence of expertise, skills and knowledge on the part of the policy analysts. This view is confirmed by Downey (1988 : 43) when he says "policy analysts must ask how can I persuade the policy-making authority to realise that it must at once use the technical knowledge available to it and take account of the political process in which its policy-making

activities are embedded". This statement seems to assume that policy analysts must be well informed about policy development process.

2.2.4.2 **POLICY IMPLEMENTATION**

The conceptualisation of implementation as a process differs, depending on the point of view of the researcher concerned. In other words, there seems to be a variety of definitions on what implementation is, as there are many writers on the subject. The word implementation is sometimes used interchangeably with practice or installation. In other words, implementation of policies can be viewed as the actual task of putting policy into practice. Thus Grindle (1980 : 6) views implementation as the task that establishes a link that allows the goals of policies to be realised as outcomes of governmental activity. On the other hand, Dunn says (1994 : 155) implementation is seen as a set of activities of a very different nature - such as the construction of physical infrastructure or the provision of specific technical or professional services.

It can be inferred from both the definitions of Grindle (1980) and Dunn (1994) that implementation implies the actual operationalisation of the plan into action. Honaddle (1979 : 6) observes that in the context of project-implementation, implementation refers to the process of converting resources into goods and services which support behaviour changes. Furthermore, the conversion of resources or policy or plans into services suggests the presence of skillful management at operational level. Such a service can either be a better or transformed one or excellent service. It is the purpose of this research study to look in detail at the role of education managers in the implementation of transformation policies in education, especially circuit managers.

Researchers in both developed (USA and Canada) and developing countries (Nigeria and RSA) share common views on the functional definition of the concept implementation (Taylor et al., 1997; Downey, 1988; Dunn, 1994; etc.) They all look at implementation as the process of putting policy plans into practice with the purpose of achieving something. The translation of policy plans into action is stressed by De Coning and Fick (1995 : 26) who

alludes to the fact that the practicality of policy option developed during the policy analysis stage has to be tested in the real world and some put it as “the proof of the pudding is in the eating”. This implies that we can only talk of the success or failure of policy after the implementation stage. Hence the importance of the need to review policy.

According to Mullighan’s (1986) implementation refers to the organized behaviours and actions that are carried out to make policy become alive, real and observable in the light of specific thoughts, values and choices concerning the possible who, what and how. The implication of this suggests the presence of both human and material resources that would make policy practical.

2.2.5 TRANSFORMATION

According to Longman’s Dictionary, transformation means to change completely in state, form, appearance or nature for the better. For instance, it can be argued that South Africa is transforming herself from a minority apartheid state to a democratic majority state. This type of change is a change for the better. Hecksner et al. (1991 : 129) say that the question about transformational processes refers to the creation of a new system rather than patterns of action within a system. This statement suggests a movement from the bad to the better state of affairs. For instance, the transformation process within the organization may call for participation and involvement on the part of the employees. By so doing, ensuring the transition from a bureaucratic to a post-bureaucratic organization. These are the elements which encourages partnership and inclusivity which constitute democratic values.

According to Tichy and Devanna (1990 : 4) transforming an organization requires new vision, new frames for thinking about strategies, structure and people. Bengu (1997:6) further says transformation is nothing less than ensuring that people work in new and better ways. Furthermore, Barker (1996 : 3) supports this view by saying that transformation basically involves making a major cultural shift. It requires people to do their work very differently from the way they have done it in the past. He further says the objective of transformation is to deliver better outcomes and better results. It can be inferred here that

transformation can be equated to better ways of doing things so as to ensure better delivery of service.

From the above-given picture, it seems clear that fundamental change or transformation as a process takes place within the organisation such as government department or an individual. Furthermore; the need to change or transform seems to be dictated by the changing circumstances within the environment in which an organization finds itself. This is because no living system may operate in isolation from the environment in which it exists. This means individuals or organisations have to endeavour to adjust to the new demands placed on them by the environment that has changed from what it used to be. For instance, changes in the economy can force certain organization to radically change in order to survive. For instance, in South Africa, due to economic recession many companies had to downsize their bloated staff (City Press 1998:3). This kind of downsizing may call upon management to achieve new skills to managing a small staff productivity within the scope of scarce resources. This kind of situation may require transformational leaders to lead with vision and sense of purpose.

According to Tichy and Devanna (1990 : 5) transforming an organization is a human drama that involves both joys and sorrows, winning-beating the competition. These phenomena are often part of a renewal, for what worked in the past may have become the cause of failure in the present. This description of transformation further re-emphasizes the need by individual groups of people to adapt to the challenges of the new environment by doing things differently and in better ways.

It can be inferred that the transformation process may lead to loss of jobs with the view of saving an organisation.

2.3 THEORETICAL FRAMEWORK ON EDUCATIONAL MANAGEMENT

This section attempts to locate various levels of management within an organisation and also tries to link management activities closely to the educational activities. Thus providing a clear linkage between management and educational activities. Furthermore, the section attempts

to give a descriptive resume of the challenging roles which educational managers are expected to play in order to ensure the provision of service. In brief the section attempts to indicate that management exists due to the activities that have to be managed. For instance, effective teaching, to a larger extent, depends on the presence of management.

2.3.1 Levels of educational Management

According to Brooksbank and Anderson (1983 :89, 95) “management and its techniques are applicable at all levels of the organization; it does not matter whether you are a class teacher, head of department or an administrative officer in local government or civil servant, there are management techniques which are appropriate to your particular sphere of activity”. It can be inferred from this exposition that management is not restricted to one person or individual. In the opinion of the researcher, management is an activity carried out by few members of an organisation occupying strategic positions. For instance, in a school, management is not restricted to the school principal only. Heads of departments and class educators can also be viewed as managers in their respective areas of operation.

2.3.2. The Location of Educational Management

In both developed and developing countries like the USA and RSA, a body of literature on the definitions, locations and supportive roles of educational management within the education system is reflected (Bush 1986; Paisey 1983; Van der Westhuizen 1991).

These writers agree that educational management is located outside teaching and learning perimeters, but its basic purpose is to enhance teaching and learning, thus ensuring that effective education takes place. It is the purpose of this research study to critically look at the management roles of circuit managers in the implementation of transformation policies which are intended to produce full citizens.

2.3.4. Manager's Conflicting Roles

Van der Westhuizen (1991 : 90) throws further clarity on the matter when he says : “conflict between innumerable roles which an educational leader is expected to play; conflict when he/she has to act as a go between, between two groups; conflict when he/she is exposed to the crossfire within a certain group; and conflict between his role and his needs as a person”. Van der Westhuizen (1991 : 90) further says the difference between the idealised role and actual role of an educational leader affects matters such as effectiveness, satisfaction, leadership and morale.

The difficult nature of the manager's roles' is reflected in a body of literature. For instance, Molale (1993 : 1) says a manager by virtue of his formal authority and status finds himself operating in a very complex setting. According to Hoy and Miskel (1987 ; 55) this is because a social system (like school / circuit office) is characterized by an interdependence of parts, a defined population and a complex network of societal relationships and its own unique culture.

2.3.5. Manager's General Roles

Dakin and Hamilton (1990 : 32) attempted to give generic roles of a manager in saying that the/she plans, organises, directs and controls, or owns on behalf, an industrial, commercial or other undertakings, establishments or organisations, and co-ordinates the work of departmental managers or other immediate subordinates. On the other hand, Drucker (1986 : 33) highlights the essence of the managers' roles in saying that manager has the task of creating a true whole that is larger than the sum of its parts; a productive entity that turns out more than the some of the points put together.

There have been a number of studies considered to determine how managers spend their time (Kotter 1985; Mintzberg 1973 ; Van der Westhuizen, 1991 and Molale, 1993). Maybe the best known and important work in clarifying the roles of managers is by Mintzberg (1975) where he concluded by saying that rather than being systematic; reflective thinkers and

planners, managers simply respond to the pressures or demands of their jobs, due to the following realities:-

- * managerial activities are characterized by brevity, variety and discontinuity; and
- * managers jobs are remarkably similar and their work can be described in terms of three very important roles : interpersonal, informational and decision-making.

2.3.6. Management's Integrated Role Approach

In addition to the resume of tasks provided around the management role approach, Mintzberg's (1973 : 59) integrated model provides ten management roles of a manager as follows:

- * figurehead;
- * leader;
- * liaison person;
- * representative;
- * monitor;
- * disseminator;
- * disturbance handler;
- * negotiator;
- * entrepreneur; and
- * allocator of resources.

According to Mintzberg (1973) these ten roles are further divided into the following three main roles:

- * interpersonal;
- * informational; and
- * decision making.

The above-mentioned roles can be very effective in the enhancement of the circuit manager's decision making roles in policy implementation.

Researchers like Van der Westhuizen (1991), Molale (1993) and Burnes (1995) share common perspectives on Mintzberg's integrated role approach to management.

A careful analysis of the Mintzberg's integrated theory to management and the further contextualisation of the ten management roles implicitly reveal the following :

- * integrated model recognizes both the formal and informal part of the organisation;
- * this fall properly on the system theory which stress a holistic view The managers' position in the organization allows him or her an opportunity to interact widely with different stakeholders on behalf of the organisation; and
- * it seems fairly difficult to exactly fix the roles of managers.

Despite apparent lack of consensus around what actually constitute the role of a manager, some researchers have attached a lot of value around the importance of an integrated approach. According to Duncan (1975:93) and Burnes (1995 : 343) a holistic view of the job of the manager was taken when three distinct levels of management activity were identified, namely: philosophical (goal formation), scientific (goal accomplishment and evaluation), and art (implementation of decision).

* **Philosophical Level**

Duncan (1975) further elaborates when he argues that at philosophical level, managers are mainly concerned with the effects of the actions and reactions of other individuals and groups within the wider economic and social context within the organisation. At this level, managers and their associates formulate clear and precise strategies that will encompass all envisaged effects that can result from the set goals, not only on the various groups within its internal and external environment, but also on competitions and regulatory agencies.

* **Scientific Level**

At the scientific level, management develops plans, methods and techniques for achieving set goals and establishes procedures for monitoring and evaluating progress.

* **Implementation Level**

While the art level is concerned with the implementation of decisions; this is the level at which tactical and administrative decisions are made to deploy the organisation's resources and attain the optimum degree of operational efficiency. This level of management, namely the art level constitutes the focus of this study, since it talks about matters at operational level.

Duncan's (1975) holistic view of the managers' job, in particular the three distinct levels of management activity provide a useful platform for this research, because the view suggests a direct link with both Mintzberg's (1975) integrated model and the system approach as utilized by researchers like Becket (1971 : 29) and Rynders (1977 : 64). According to Becket (1971) "a system is a collection of interacting systems". The system approach strives to create a holistic view of interaction. The reference to both the internal and external environment by Duncan (1975) attests to the point. In addition to this, the holistic view appears to be in line with Capra's (1995:24) eco-system which recognizes the theory of living systems that looks at the world in terms of relationships and integration, acquiring that all members of the eco-system are interconnected in a vast and intricate network of relationships, the "web of life".

An insight in the system theory can assist managers to have a broader understanding of their roles inside and outside their organisation. In a sense, this understanding may create sensitivity on the part of the manager to factors outside the environment in which the organisation exist. Furthermore, this understanding may lead to openness and flexibility on the managers' role approach to the management of both the human and material resources. This understanding seems to be very crucial during the rapid changes within the organisation, brought about by new policies.

Another important level from Duncan's (1975) exposition, worthy of consideration is the "scientific level of management activity". This is so, because current literature on organisational effectiveness places high premium on the planning, monitoring and evaluation of progress within organisations. According to Mullins's (1995 : 370) views planning is one of the essential tasks of management. Planning is referred to as the determination of the broad lines for carrying out operations, preparing methods by which they are carried out and setting standards of performance. In essence, the importance of planning in aspects such as the implementation of policies cannot be over-emphasized.

2.3.7. Manager's Artistic Roles

The last level of management activity worthy of serious consideration is the art level. To the researcher, the importance of this level cannot be over-emphasized. The fact that the art level deals with the implementation of decisions, makes it to receive serious attention. According to Burnes (1996 : 344) the "art level deals with the attainment of the optimum degree of operational efficiency". This is the subject of this research study. Policies or decisions are implemented with the view of bringing change or providing better services. In this research study the focus is around the implementation of policies to bring about transformation. Therefore, the importance of management skills, capacity, strategies and attitudes on the part of managers cannot be taken lightly.

Halls and Hord (1986 : 102) in reviewing the research on managers' roles, concluded that much of what managers' do is, of necessity, an unreflective response to circumstances. The manager is less a slow and methodical decision-maker, more a "doer" who has to react rapidly to problems as they arise; think on his "feet"; take decision in a situation and develop a preference for concrete activities. This is shown in the pace of managerial work and the short time span on most activities. In more than one ways, Halls and Hord's (1987) conclusion is in support of Mintzberg's (1975) theory which points to a discrepancy between the actual roles and the ideal roles. Further implication of this view suggests that the pace of management activities does not give managers enough time to think about these activities.

Nevertheless, despite the difficulty in identifying exactly what managers do or how they should do it, literature survey in both the developed and developing countries like USA, Canada, Zambia, RSA seems to point to the indispensability of management within organisations Mullins (1995 ; Tichy and Devanna (1990); Lungu (1982) and Van der Westhuizen (1991). These writers share common understanding on the expected management role approach especially in situations of change and crisis. This research study focuses further on the roles of circuit managers and the implementation of transformation policies.

According to Burnes (1996 : 342) the position of a manager in the hierarchy, formally at least, is likely to exert the greatest influence on the role given to and expected of a manager. Burnes (1996) further elaborates three main hierarchical levels as follows :-

- * top management: is policy-making group responsible for the overall direction of the company.
- * middle management: is responsible for the execution and interpretation of policies through the organisation and for the successful operation assigned to divisions or departments (which is the focus of this study); and
- * supervisory management: which is directly responsible for the execution of policies by their subordinates.

Since the three levels of management hierarchy may exist in a single organisation there appears to be a need for all the levels of management to communicate with each other to minimize confusion. In an organisation like the education department, in the North West these three levels of hierarchy exist, namely Head Office, District/Circuit Office, and the school system. This implies that the circuit management serves as a vital vein between top management and supervisory management, that is the school. Therefore mutual support and acceptance of the circuit managers may go a long way in ensuring the success of middle management in the assigned task.

Without necessarily agreeing with the three main hierarchical trends of management, as highlighted by Burnes (1996) and Duncan (1995), this research study focuses on the middle

management, that is managers responsible for the execution and interpretation of policies throughout the organisation and the successful operation of assigned divisions. In brief, the study looks at the management roles of the circuit managers in the implementation of transformation policies.

2.4 THEORETICAL FRAMEWORK ON POLICY DEVELOPMENT AND ANALYSIS

This section attempts to give an exposition on the development of policy formation and analysis in both developed and developing countries. It further tries to demonstrate the necessity of active participation in both policy development and analysis. The importance of process analysis in the implementation process is also highlighted.

2.4.1. POLICY DEVELOPMENT AND ANALYSIS

According to Downey (1988 : 97) very often, policy making authorities and analysts labour under the assumption that once they have completed their task of choosing policies, the policy process is virtually complete. All that needs to follow, they assume, is the simple matter of implementation. Such assumptions appear to be naïve in the extreme. Policies that might be judged “good” in their interests are frequently watered down, drastically changed, or totally aborted at the implementation stage. Similarly, some observers of policy making in the education have estimated that the failure rate in policy implementation may be as high as eighty percent (Downey 1988:88). The apparent silence on the Reconstruction and Development policy in South Africa may serve as an example. For instance Mamaila (1998:3) in Sowetan reported Azapo’s attack on ANC government for abandoning the RDP policy in preference to GEAR policy. In this regard, there is a general belief that the A.N.C government has moved away from the principles of the Reconstruction and Development as a policy. However, it is vital to note that the absence of resources can lead to the abandonment of implementation.

Several inferences can be drawn from Downey's (1988) statement about the naivety of policy makers, with particular reference to education. From the above paragraph the following implications can be drawn namely :

- * policy making or policy analysis cannot be viewed as the end of policy process;
- * policy implementation is part and parcel of the whole policy process or ;
- * the implementation phase of policy process should not be underestimated; and
- * policy evaluation is an ongoing exercise and the success or failure of the good policy lies in the implementation phase. In other words; implementation phase can be viewed as the acid test of policy.

A body of literature in both developed and developing countries like Canada, London, Nigeria and South Africa reveals a concern about policy development and policy implementation. For instance, several researchers like Downey (1988 Canada); Taylor et al. (1997 London); Osinuga (1997 Nigeria) and De Coning and Fick (1994 RSA) express concern at the amount of attention (in terms of resources like extra expenditure) given to policy implementation during the process of policy development and analysis. There seems to be a mismatch in terms of resource allocation to both policy formulation and implementation. Since the development of policy appears to have more resource allocation than the process of implementing such policy. For example, the time spent to train policy developers may be more than the time taken to train policy implementers

Downey (1988 : 97-98) further argues that "one can only conclude that , when policies fail at the implementation stage, the policy-making process must be somehow or other wise seriously flawed. The major guideline that should be in the minds of analysts and governors as the policy process proceeds, might be expressed as follows : well before the time for installation has arrived, indeed before the policy-making process is initiated, thought should be given to the potential problems of implementation and how these are to be overcome" (C Downey 1998).

On the basis of the above given picture, the following implications can be made. Policy implementation is as important as policy process, the clinical separation of policy process phases such as analysis, design, and implementation and evaluation should only be used for the purpose of understanding policy process. And policy implementers are just as important as policy makers. In other words, to ensure successful implementation of policy, policy implementers have to have a sound understanding of the context under which such policies were initiated and concluded. Downey (1988 : 99) argues that the appropriate strategy for implementation is thought to be involvement.

This implies that involvement in policy determination might result in smooth implementation of such policies. This seems to suggest the importance of involving policy implementers in the policy-making process. This appears to be very crucial, because such an involvement may result in better awareness and sense of ownership. The inferences drawn here suggest either the involvement of policy implementers in policy development or the thorough training of such officers, with the view of equipping them with the necessary tools.

2.4.2. Policy Analysis in Education



The issue of policy analysis seems to be a relatively new area in the field of educational policy. Finch (1984) says, there has not been much of a focus upon research methodology for policy analysis within the educational policy literature. This research study is intended to focus on the implementation of transformation policies in order to effect educational change.

Policy analysis in education seems to be a very complex process. This appears to be like this because our values appear to be inextricably linked to the way we might approach policy analysis, particularly in a field like education, where the very notion of education is linked to moral purposes and this is highly contested (Downey 1988:44).

According to Dewey (1958:141) education is essentially about the development of democratic communities in which everyone can feel capable of participating. The importance of value in the policy analysis, with particular reference to education is highlighted by researchers like

Taylor et al. (1997 :15-17) when they say values permeate policy processes. For example, the restructuring of education bureaucracies is often justified on the grounds of efficiency and effectiveness. But whose definition is this and in whose interests? Our values are thus inextricably linked to the way we might approach policy analysis, particularly in a field like education where one dominant group may want to impose its value system upon a less dominant group. In South Africa, the National party attempted to impose its Christian value system over the years by introducing Christian National Education (Christine 1985:14).

From the above paragraph, inferences can be made to the effect that policy analysis in education seems to be a very complicated exercise. This view is confirmed by Downey (1988 : 17) in highlighting the following points around policy :

- * policy is an authoritative allocation of a value for society;
- * policy-making is a pure political action; and
- * policy-making is the exercise of vested power.

The influence of the value system in policy development, analysis and implementation process, appears to be a dominant factor. This situation suggests the importance of being exposed to the arena of policy process so as to be informed about the competing factors at play. This may go a long way in assisting in policy implementation.

2.4.3 Reasons For Policy Analysis

According to Dunn (1994:10) there are four main reasons for performing policy analysis, namely :

- * policy analysis provides people with a useful set of tools for choosing the best course of action among various alternatives;
- * helps policy makers to identify clear reasons why one course of action is preferable to others;

- * enables people to discreet the policy proposals of others identifying their strengths and weaknesses; and
- * helps to ensure that the various decisions required to address a problem at different levels are consistent with each other.

Policy analysis in education appears to be of particular importance, since the tendency of implementing not well researched policy can be eliminated

2.4.4 Research Methodology in Policy Analysis in Developed countries

According to Taylor et al. (1997 : 40) there has been much of a focus upon research methodology for policy analysis within educational policy literature. Furthermore, Ball (1990 : 9) observed that the field of policy analysis has been dominated by commentary and critique rather than by qualitative empirical research. The statements by both Taylor et al. (1997) and Ball (1994) seem to highlight little attention given to quality research on policy analysis with particular reference to educational policy.

In the same breath, Taylor et al. (1997 : 40) point to the lack of development within policy analysis except in the US where there is an extensive body of literature dealing with policy in education and implementation studies. The concerns expressed by Taylor et al (1997) seem to suggest by and large little attention given by researchers to policy analysis in education and implementation in other countries other than USA. This concern seems to be falling in the same concern expressed by other researchers around policy development and implementation like Smith (1990:149).

2.4.4.1 USA

According to Taylor et al. (1997:49), policy research in the USA has tended to focus upon evaluation and implementation studies within a positivist, pluralist and largely functionalist framework. It is further stated that a variety of policy research approaches in the USA are adopted. For example research which deals with the collection of data may need access to

policy makers and powerful groups within the state, while research in the analysis of the implementation process may require the researchers to conduct case studies at school sites.

The above given picture gives the historical development of policy research in developed countries like USA. and at the same time allowing one a window on the type of methodology adopted by researchers in pursuing policy analysis. Further insight in policy analysis can enable one to directly look into the impact of policy practice by conducting a research at the implementation site like a school or circuit office. In a field like education, the advantages of possessing analytical skills in policy appear to be far reaching. Since these types of skills may enable one to critically look at the factors that may impede policy implementation or accelerate implementation.

These kinds of skills appear to be very essential to today's educational managers who are charged with the responsibility of implementing policies with the objective of rendering an effective and transformed service.

2.4.5 POLICY ANALYSIS IN DEVELOPING COUNTRIES

Policy analysis in developing countries unlike in some of the developed countries like U.S.A. and Canada, has been neglected. In most of the developing countries, especially African ones, there has been a tendency to adopt policies from the European countries without any analysis. This practice appeared to have perpetuated the status quo which resulted in the dependency on the expatriates.

2.4.5.1 ETHIOPIA

However, despite lack of technical expertise to policy formulation on the part of the developing African countries, several attempts appear to have been made even in some of the autocratic state. A body of literature on policy development by African researchers (Lungu 1983) highlight these attempts. For instance, Assefa (1997 : 38) made the following statement "after the overthrow of the Derg regime (in Ethiopia) and the establishment of the

Federal Democratic Republic, public policy making has started to take a different form. Parliament is now the final decision maker on major policy issues. After the establishment of the federal system, the people too were given the right to participate in the policy making process at various levels of the government”.

On the basis of the above-named paragraph, it can be argued that there is significant improvement in the participation of the people from the previous period of policy making in the developing countries. This also implies that policy making is no more the sole monopoly of some African dictators. This marked improvement in the involvement of the people in shaping the policy of the country can be viewed as positive development in some African countries.

2.4.5.2 South Africa

Despite the fact that old South Africa appeared to be economically and technical better than some of developing African countries, policy analysis seemed to have lacked behind. Apartheid South Africa seemed to have fallen in the same group (developing countries) in terms of policy analysis or development. Mmakala (1997:13) supports this view by saying “former apartheid regime, tended to be indifferent or actively hostile to independent researchers, particularly if their loyalty to the apartheid philosophy was doubtful”. Mmakala (1997) statement seems to suggest that little has been achieved in the field of policy formulation and implementation in old South Africa. This also implies that there was lack of support on the part of the regime to policy researchers with diverse and progressive views.

However, ever since the new dispensation came into being, there has been a significant shift in terms of policy development in the new South Africa. The participatory nature of policy-making process in this country not only distinguishes South Africa from its immediate past but also from other parts of the developing world (Mmakala, 1997: 5), unlike most of the African states which become independent from colonial rule.

The active participation of South Africans in policy development and a discussion manifested itself through structure such as the Constitutional Assembly and peoples forum (Mandela 1997:7) extract speech on the passing of the country's Constitution into the supreme law represents our national constitutional soul, our comfort with one another as assembled citizens, underpinned by our highest aspirations and deepest apprehension as South Africans.

From the above given picture, it can be inferred that structures which were actively involved in the shaping of the country's "Constitution" happened to be mainly political parties. This appears to suggest that practitioners who are expected to implement the constitution were conspicuous by their absence. The importance of exposing policy implementers to the policy making process and analysis appears to be an exercise which cannot be underestimated. Such an exposure, can expose implementers to the sometimes heated discussion of the policy making process, as a result enriching their understanding. This kind of understanding may go long way in helping practitioners such as education managers to implement policy better.

The active involvement of South Africans in the policy making process is highlighted by Fitzgerald and Menshow (1995:53) in which they single out the participation of the "grass roots" in the development and adoption of the Reconstruction and Development Programme as an inclusive process. According to Fitzgerald and Menshow(1995) the RDP as a government policy represented a development vision of the country by providing a strategic direction for the long term and sustainable provision of basic needs.

However, whether the implementation of the Reconstruction and Development Programme has succeeded or not, it remains a moot point for policy analysts. Within the context of the RDP in the North West Province, with particular reference to the Education Department, there seems to be little to suggest the successful implementation of education policies at the operational level. It is the focus of this research study to critically look at the role of management in the implementation of policies which are intended to bring transformation.

2.5 POLICY IMPLEMENTATION

This section attempt to highlight important factors for effective policy implementation. The section attempts to provide a linkage between policy development and implementation and the relationship between new policies and change. The section further looks at the role of leadership during policy implementation and the various strategies that can be employed to facilitate policy implementation in order to bring about educational change in the system.

2.5.1 POLICY AND CHANGE PROCESS

According to Elmore and McLaughlin(1988:6) “policies are useful, but being a blunt instrument. Under certain circumstances, they can influence the allocation of resources, the structure of schooling, and the content of practice, but those changes take time and often have unexpected effects”. It can be inferred here that policies may remain in paper when they are not implemented in order to effect changes in the system.

On the other hand, policies may serve as instruments for change if they are properly implemented. Furthermore, the need to bring about change in the education system is often linked to the need to implement new educational policies.

Educational policy refers to any formally adopted policy with the implication for education, ranging from innovations on the internal efficiency of schools to wholesale curriculum (Craig, 1993:10) reforms. The purpose of implementing new policies in the education system is normally associated with the need to provide effective and quality service. Therefore , there appears to be a direct link between new policy and change. The implication drawn here is that new policy implementation can cause change.

* **Assumption about changes**

According to Hord (1995:86) the attempts to implement reform in the education system have been based on several assumptions and theory which can be categorised as follows:

- * an empirical-rational theory, suggesting that an idea well tested by research and developed into useful programmes and practices will make an impact in the education system like the classrooms once implemented; and
- * power-co-exercise theory or assumption suggests that a well thought-out policy to clients or receivers and delivered by an authority figure or strong power base will be easily incorporated into educational practice and thereby “do good”. This may suggest that new policies when implemented by a respected person may easily make an impact.

However, research findings have indicated the implications of the above theories otherwise (Carter and O’Neil, 1995:94). This implies that such theories have not registered significant changes in the system.

* **Policy in Educational Change**

The implementation of policy appears to play a particular role in effecting educational change in the system.

Taylor et al. (1997:116) have attempted to locate the role of policy in educational change by highlighting three general categories as follows:

- * issues or factors pertaining to external pressure for change, for example the context for change;
- * issues concerning the internal dynamics of change, this may refer to the role of leadership in the change process and the strategies employed within organisations to facilitate change; and .
- * issues related to the institutionalisation of change as expressed between external pressures and internal dynamics.

The issues mentioned by Taylor et al.(1997) appear to touch important elements crucial to the success of change brought about by the new policies. However, modern theory of change

which make a direct linkage between policy development and implementation suggest a system approach to policy implementation. According to Elmore and McLaughlin (1988 : 34), though the economic, social, political and cultural aspects of the context are interrelated, various contextual factors in relation to policy implementation may either support or inhibit changes. This implies that during the implementation process pressure groups may derail the implementation by lobbying against such policies. In this period the role of leadership and government may become crucial to safe-guard the continued implementation of policy. Policy implementers have to be conscious about the “force-filed analysis” (Fullan 1991:38). This suggest that implementers of change have to be aware of both the positive and negative forces of the change process. This understanding may go along in assisting in policy implementation.

2.5.2. EFFECTIVE MANAGEMENT OF POLICY IMPLEMENTATION

Mazmunian and Sabutier (1983 : 21); Pressman and Wildavsky (1984) raised “a critical factor for implementation in arguing that the ability of public bureaucrats to identify all the variables that affect the achievements of their objectives”. The views of these researchers seem to highlight the importance of management in policy implementation. Furthermore, the word ability pre-supposes certain amount of skills on the part of management. This appears to be more crucial in the period of educational change. Nevertheless, it is the focus of this research study to further examine the role of middle management in implementing transformation policies.

2. 5.3. CRITERIA FOR EFFECTIVE POLICY IMPLEMENTATION

According to Osinuga (1997 : 89) for effective policy implementation to take place, there are a set of criteria to be adhered to, namely : the policy to be implemented must be clear, specific and unambiguous, there must be a good organization on ground with appropriate manning level and resource availability. An effective implementation requires that adequate resources be made available and the environment conducive.

From the above-stated paragraph, the following implication and inferences can be made with a view of making policy implementation effective. For instance, it seems pointless to come up with a good policy without having a good organizational structure that would ensure effective implementation. Furthermore, adequate resources in terms of both material and human seem to be at the center of effective policy implementation. The same thing can be said about the environment where implementation has to take place. For instance, mutual relationship between policy implementers and the clients can go a long way towards effective implementation.

2.5.4. IMPLEMENTATION STRATEGIES

As indicated earlier, there are several approaches or strategies that can be employed to implement policies. Researchers like Dunn (1994 USA); Downey (1988 Canada) and Mmakala (1997 RSA) share common views on the need to have a plan for the implementation process. For example, policy development on Adult Basic Education and Training (Annual report 1997:48) has this to say about the implementation plan :

“it is the vision of a nationally coherent and co-ordinated ABET sector which drives the elements of the multi-year implementation plan to ensure that both the quality and quantity of ABET-provisioning is extended to the greatest number of learners, adults and out-of-school youths”.

Current literature on policy implementation or project management reveals the critical importance of the vision and mission statement of an organisation. In addition to this, the mobilization of resources cannot be overemphasized. Vladez and Bamberger (1994 : 46) attest to this by saying : “once a project is approved, the required financial, material and human resources (inputs) are authorized and the outputs to be produced with these resources and time-frame are specified.

According to Dunn (1988:99) simple model of choice and complex model of choice are used by policy analysts to make recommendation of policies. However, it is important to note that the employment of models or strategies is not restricted to policy recommendation only.

Policy implementation does need strategies also. In this study a review of various implementation strategies is done. The review looks at models ranging from traditional ones up to the current models of policy implementation.

2.5.4.1. **Classical strategy**

Downey (1988 : 99) gives the description of both the classical and the participatory views of policy implementation. The classical model embodies a number of features, namely :

- * A bureaucratic and hierarchical system in which communication and command are strictly top-down;
- * An emphasis on efficiency and scientific management; and
- * A clear distinction between the roles of policy makers and administrators and a close supervision of staff by management.

2.5.4.2. **Participatory strategy**

The participatory model, in contrast, is characterized by the following :

- * communication is in two directions, bottom-up and top-down;
- * management is decentralized so that decision-making authority is dispersed throughout the system; and
- * policy makers and staff are co-operatively involved in problem-solving and policy-making; and supervision is at a minimum rate.



2.5.4.3. **Denzo Implementation strategy**

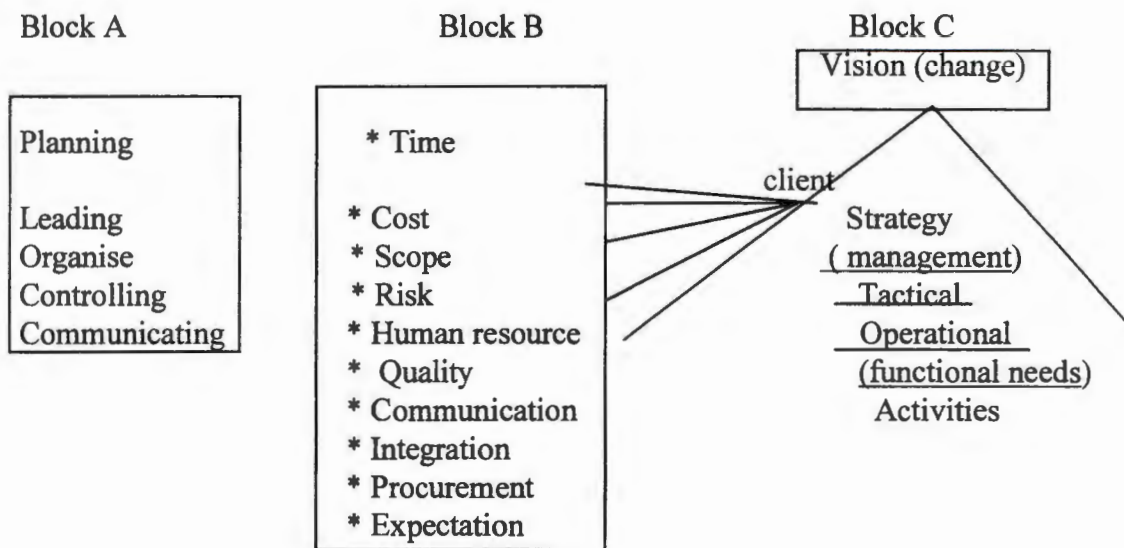
Perhaps one of the appropriate models for policy implementation and management worth considering in our contemporary time is the Denzo model based on the knowledge areas and processes (see figure 2.1.) The figure gives illustration of the model that can be applied to facilitate policy implementation. According to figure 2.1. the Denzo model is divided into three main blocks ranging from A to C.

According to Comninos (1998 : 6) “project management is the management of ten bodies of knowledge in the three levels of the organization”. In other words, the Denzo model for project implementation is made-up of the three levels of management namely senior, middle and functional management.

Figure 2.1. : DENZO IMPLEMTATION STRATEGY

These bodies of knowledge refers to time, cost, scope, risk, human resources, quality, continual communication , integration, procurement and expectation. The model is mainly divided into three main stages namely: conceptualisation, definition and implementation

Figure 2.1. : DENZO IMPLEMENTATION MODEL



Source : Adapted from Comninos (1998:6)Centre for Management and Development South Africa (1998:6)

According to (block A), in figure 2.1 it is critical for one to do the management tasks at the beginning of the execution and during the process. Therefore, the five management tasks (planning, leading, organising, co-ordinating and controlling) become essential on the part of every manager.

According to figure 2.1, block B consists of ten bodies of knowledge as follows: time, cost, scope, risk, human resource, quality control, communication, integration, procedural and expectation. Before any implementation of policy or project can be done, these ten bodies of knowledge have to be identified and well understood. (Comminos 1998 : 6). Furthermore, in order for top management to realise its vision for transformation, each and every step or key knowledge of the ten bodies of knowledge needs to be fully understood. The following provides a brief discussion of the ten bodies of knowledge critical to effective implementation:

- * time : how long is the project going to take place?;
- * cost : at what cost is the project or policy going to be implemented?;
- * scope : what is the scope of the process?;
- * risk : what are the possible risks in implementing the policy?;
- * human resource : is person power available to man the process?;
- * quality : the degree of quality has to be assured by doing quality planning and control. This suggest that quality assurance mechanism has to be put in place;
- * communication : information planning around the plan has to be done;
- * procurement : in executing certain tasks, some materials have to be procured;
- * integration : all the phases of the implementation plan have to be integrated in one process; and
- * Expectation : In other words low and high expectations have to be managed at all costs.

Block C:

According to figure 2.1 in block C, the actual implementation of the new policy or project is centered around the coherent vision of top management. At this point of implementation, the following levels of management are essential:

- * top management; which is responsible for driving the objectives to realise the vision.
- * middle management, which is responsible for the development of strategies; and
- * functional management, which is responsible for operational activities.

The adoption of the key steps and activities as outlined by block C of the Denzo Implementation model can be very useful to circuit-managers in the process of policy implementation.

2.5.4.4 Set of Strategies

According to McLaughlin(1987:172-173) *“policy implementation is incredibly hard and that successful implementation generally requires a combination of pressure and support. Pressure, alone, may be sufficient if the implementation of the policy does not require resources or normative change. However, in isolation, pressure cannot change attitudes, values, and practices that have become routinised. Nor can support, alone, bring about significant change because of the demands and tasks already required if people in the system that is attempting the implementation of new practice are not developed”*.

In support of McLaughlin’s (1987) statement that calls for support and pressure in the policy implementation process, Huberman (1992 :14 points out that there must be intelligent combination of support and pressure. Too much pressure is bullying; too much support suggest to implementers that they will need crutches for years on end.

According to Carter and O'Neil (1995:94) for the purpose of improving Mc Laughlin strategy, the combination of six strategies was employed to facilitate implementation. These strategies attempt to provide an intelligent combination of both support and pressure and they can be enumerated as follows:

- * developing and communicating a shared vision;
- * planning and providing resources;
- * investing in continuous staff development;
- * assessing progress;
- * providing ongoing assistance ; and
- * creating an atmosphere for change.

Developing and communicating a shared vision as a strategy appears to be the obvious starting point for policy implementation. This view is supported by Mondes-Mouse (1993:1) in saying that the starting point for any change is a clear vision. This suggest that policy implementers or facilitators must have a clear vision of the change process in order to lead. In leading change policy implementers, facilitators must be conscious of (Hazen and Trefil ;1990) that quotes Newton's First Law of Motion "Everybody continues in its state of rest or of uniform motion in a straight line, unless it is compelled to change that state by forces impressed upon it".

The above indicated statement suggests the application of pressure as pointed out by McLaughlin to force people to accept change. It can further be inferred that part of the role of a circuit manager is to persuade principals, educators and community to move away from their comfort zones and start contributing towards shaping a shared vision. Introducing the new idea or policy is the pressure, inviting expansion and clarification of it through interaction is support (Paulu, 1988).

* **Advantages of Involvement in Shared Vision**

According to Carter and O'Neil (1995) when leaders are involved with staff in shaping the vision the following things emerge as advantages, namely:

- * all persons feel an obligation to contribute to the organisation;
- * when individuals contribute, they feel ownership and commitment develops;
- * the subtle pressing of people for involvement makes them also feel valued and supportive; and
- * the vision is kept clear through regular and frequent communication.

The fore-going steps can be easily applied by educational managers in the North West Province in the implementation of policy or new changes, since a lot of emphasis is put on showed vision.

* **Communicating a Shared Vision**

Once the exercise that leads to the aspect of shared vision has been attained, the need to expand the vision to other stakeholders becomes imperative. To do this, a lot of communication becomes necessary. According to Carter and O'Neil (1995:95) "district administrators spend time in schools, and campus-level administrators spend time in classroom articulating a consistent message regarding the vision and priorities. Radio and TV interview public service announcements may be used. The forum may be weekly meetings of service organisations such as Rotary.

The above indicated scenario gives a picture about how policy may be implemented at district, circuit, school or classroom level. Furthermore, various communication channels and media are suggested to spread the vision beyond the boundaries of the district and schools. This approach appears to be locating education provision at the heart of the community. This appears appropriate since the school exists within a given community. The usefulness of the above indicated strategy for policy implementation can be enumerated as follows:

- * the approach can be used to identify the strength and weakness of the organisation;
- * it can further be utilized to jointly identify opportunities and challenges outside the institution but within the same environment;
- * the approach can be adopted to devise a joint development and action plan to address the identified shortcomings, and
- * finally, the strategy can be employed to evaluate progress made in policy implementation and give feedback.

Other strategies suggested can also be viewed as important tools for policy implementation. For instance, planning and providing resource as a strategy number two. According to Carter and O'Neil, (1995:26) a clear and well communicated policy vision provides the basis for clear planning. Planning appears to be the corner-stone of effective implementation of policy. An effective planning may look at issues like resource, structures and procedures. According to Louis and Miles (1990) successful leaders provide materials and resources that directly focus on the policy being put into place. Time is one of the most necessary and expensive resource, and most frequently the scarest. When leaders provide time for a staff to deal with implementation issues and concerns, they strike a strong chord of support with the staff. It is not only material resources that are important, but also time and energy for staff to plan, share and act (Fullan, 1985).

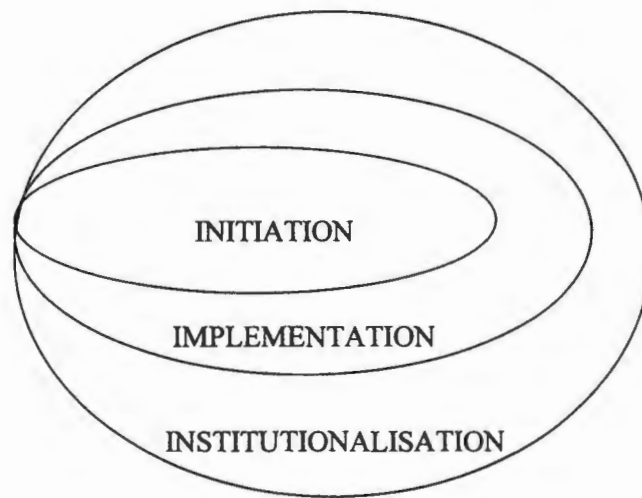
The lesson to be learned from the planning and provision of resources as a strategy indicated by several writers such as Carter and O'Neil 1995, Louise 1990 and Fullan, 1985) can be briefly summarised as follows:

- * planning as a management task is very essential for policy implementation;
- * provision of resources is also key to effective implementation;
- * support and pressure are the necessary ingredients for effective policy implementation; and
- * time is one of the most important resources in policy implementation.

2.5.5. The triple 'I' Implementation Model

The other strategy suggested for policy implementation on the management of the change process is called the triple "I" model by some writers. According to Fullan and Miles (1991:12) the services of three stages making up the triple I model are initiation, implementation, and institutionalisation. Although the three phases overlap and sometimes co-exist in practice, they are often described separately in order to focus on what actually happens.

Figure 2.2. The triple "I" Implementation model.



Source : Adapted from Fullan and Miles (1991 :12)

Both Fullan and Miles (1991:12) describe the three overlapping phases as shown in figure 2.2 as follows:

* **Initiation Phase**

- * initiation phase, is about deciding to embark on innovation and developing commitment towards the process. (Fullan 1991:50); and
- * issues that centre around the initiation process are associated with factors such as: pressure from within the organisation, availability of resources and consultancy support.

Furthermore, Miles (1986) has produced a list of factors on the various stages of school improvement revolving around the initiation stage as follows:

- * an innovation tied to a local agenda and high profile local need,
- * a clear, and well structured approach to change,
- * an active advocate or champion who understands the innovation and supports it,
- * active initiation to start the innovation, and
- * good quality innovation.

Miles (1986) list of factors more or less appears to be in harmony with the contents of some strategies proposed by Carter and O'Neil (1995) in 2.5.4.4.2).

However, it is worth noting that the list of factors suggested by Miles (1986) can be very useful to circuit managers in their role during policy implementation.

* **Implementation Phase**

This phase appears to have received a lot of attention in the past from the proponents of change process. According to Miles (1986) the factors influencing implementation include the following:

- the characteristics of the change;
- * the internal conditions of the organisation; and
- the pressure and support from the outside.

Miles (1986) further makes a point by saying that the key factors for success at the implementation stage are as follows:

- clear responsibility for orchestration and co-ordination;
- * shared control over implementation, good cross hierarchical work and relation;
- a mix pressure and insistence on doing it right and support; and
- * rewards for people early in the process like the empowerment of the individuals in the organisation. From Miles (1986) exposition of the factors of success of the implementation phase, a lot of similarities is observed with the six basic strategies discussed by Carter and O'Neil (1995; cf. 2.5.4.4.3).

* **Institutionalisation Phase**

This is the phase when innovation and change stop being regarded as something new and become part of the usual way of doing things (Miles 1986:14). Miles (1986) further enumerated key activities associated with the institutionalisation phase as follows:

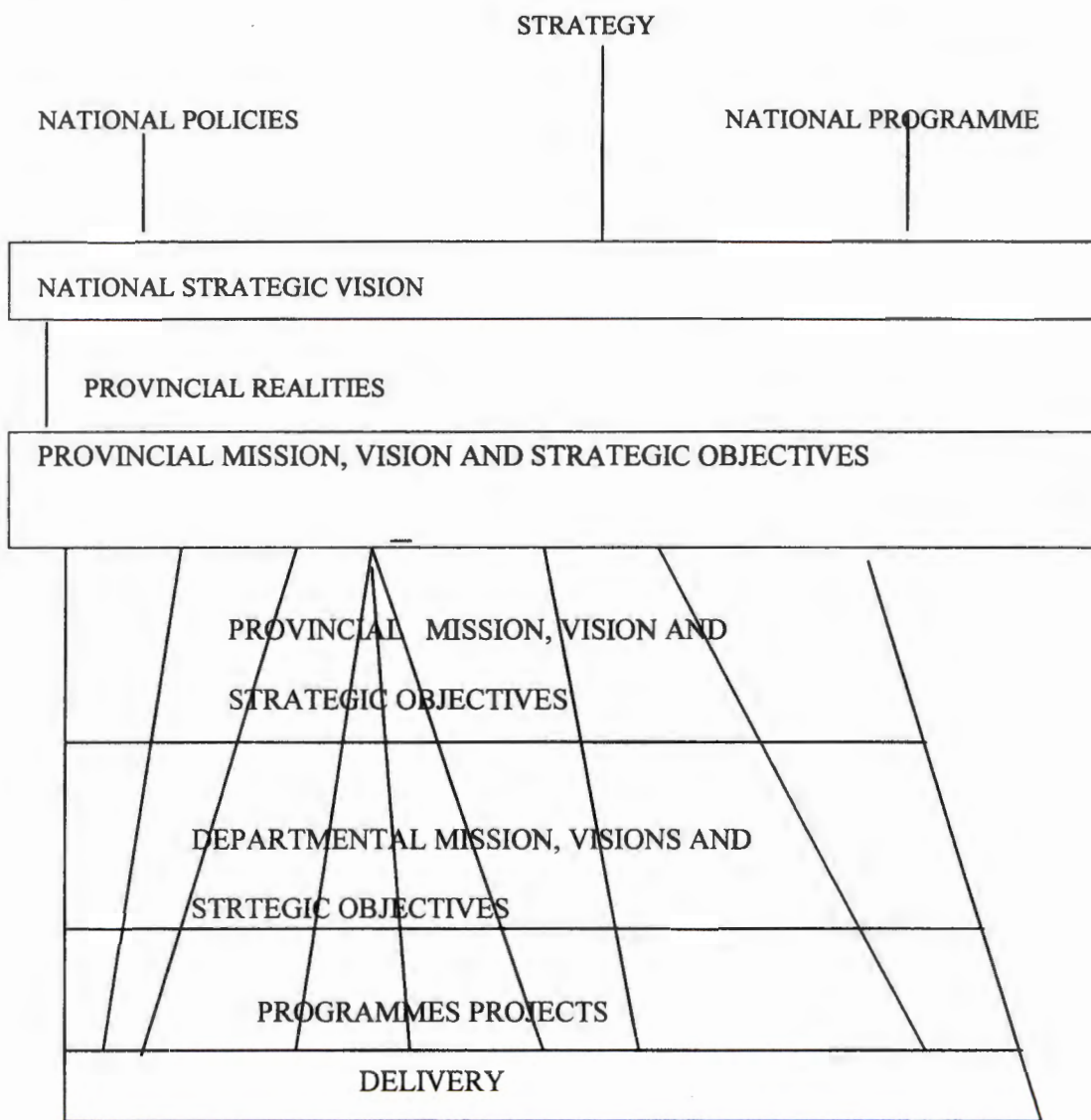
- the elimination of competing or contradictory practices;
- an emphasis on embedding the change within the organisation structure and resources;
and
- strong and purposeful links to other change efforts.

Furthermore, the lessons that can be drawn from the institutionalisation phase of the change process can be briefly stated as follows:

- the discarding of the old practices and the embracing of new practices can contribute towards the institutionalisation of new policies : and
- the wide spread of the new culture or new ways of doing things may signal the institutionalisation of change.

The three overlapping phases of the triple “I” strategy gives one a coherent picture on how the change process unfold.

Table 2.1 **Cascading strategy : policy implementation from national to provincial level.** GROWTH & DEVELOPMENT



SOURCE: Adapted from Oslo and Lakhan 1996. Centre for Managed Change

2.5.4.6 Cascading Strategy : Policy Implementation from national to provincial level

According to Osler and Lakhan (1996:15) the cascading strategy employed to facilitate policy and programme implementation. The cascading strategy as shown by table 2.1 revolves around the vision and mission of the government and takes into account both internal and external factors crucial for effective implementation.

Despite the fact that the cascading strategy of vision is meant for government departments; the same strategy can still be employed by Circuit Manager in the North West Education Department to implement transformation policies. This is influenced by the fact that the strategy is flexible to both the provincial and local realities. This position is supported by researchers like Spillane (1996.35) in arguing that local implementation of policy involves adaptation, a process in which policy is redefined to fit local conditions and in which local conditions are sometimes adopted to fit policy.

2.5.4.7 Strategic Management : Action phase

According to Pearce and Robinson (1997 : 312) strategic management covered the following strategy formation, analysis of alternative strategies and strategic choice. Although important, these phases alone cannot ensure success , “the strategy must be translated into carefully implementable action.”

On the basis of the above exposition, it can be inferred that implementation of policies can also be viewed as a process which is divided into phases. It can further be deduced that it is one thing to have a good strategic implementation and another thing to have a workable plan. This view is further supported by Pearce & Robinson (1997 : 312) when they put forward the following requirements:

- the strategy must be translated into guidelines for the daily activities of the organisation's members;
- the strategy must be reflected in the way the organisation arrange its activities and in turn its values, beliefs and tone; and
- in implementing the strategy, the manager must direct all actions and outcomes and adjust to change.

The above indicated activities appear to be very crucial to ensure policy implementation. From the provisions of the strategic management strategy, it is further indicated that the action phase can be initiated into three inter-related steps as follows:

- creation of clear action plans and short term objectives;
- development of specific functional tactics that create competitive advantage; and
- empowerment of personnel through policies and guide and decisions.

According to Pearce and Robinson (1997:31) since the organisations strategy is implemented in a changing environment, successful implementation requires that execution be controlled and continuously improved. The control and improvement process must include at length the following:

- strategic controls that “steer” execution of the strategy;
- * operations control system that monitors performance; and
- continuous improvement through quality initiatives.

To sum-up, most of the aspects of the action phase of the strategic management can be employed by Circuit Managers to implement new policy.

2.5.8. The critique of the implementation models



In this section a critical review of all the models discussed is provided. The review is restricted to the main points of the identified strategies. The strategies for policy implementation ranged from traditional strategy to modern strategies. The models for critiquing are as follows:

classical, participatory, Denzou, six set of strategies, triple “T”, cascading strategy and strategic Implementation or action phase. The identified strategies are seven in number.

* **Classical Model**

Major criticisms on the classical view center around the bureaucratic features. Researchers in both developed and developing countries, like Mullins (1995 : 32 London); Garcia-Zamor (1997, USA); Lungu (1982, Zambia) and Van der Westhuizen (1991, RSA) more or less agree on the major common criticism of bureaucracy. These criticisms can be documented as follows :

- The over-emphasis on rules and procedures, record-keeping and paperwork;
- * officials may develop dependence upon bureaucratic status, symbols and rules;
- impersonal relations can lead to stereotyped behaviour and a lack of confidence;
- * lack of flexibility on the part of the officials; and
- lack of attention to the informal side of the organization.

More or less, these writers’ attack seems to be against Weber’s concept on bureaucracy, which appears to be heavily based on the scientific management theory.

There are strong points in favour of certain principles of bureaucracy of the classical view, which are bureaucratic. According to Mullins (1995 : 44) the work of the classical writers has given emphasis to the careful design and planning of organizational structure and the definition of individual duties and responsibilities. Effective organization is based on structure and delegation through different layers of the hierarchy. These seem to be major contributions to the present and future organisations as contribution from scientific theory. Daily experiences in dealing with today’s organisations seem to suggest some of the usefulness of the bureaucratic approach. For example, both public and private organizations apply some of the principles of bureaucracy in their recruitment policies, such as job descriptions. Therefore, there are some positive elements about bureaucracy based on scientific management. The same thing can be said about the classical view for policy implementation. Notwithstanding

this point, the need for flexibility cannot be overemphasized in the implementation of democratic policies.

Despite enormous attack on scientific management and the exposure of the flaws on the part of the classical view for policy implementation, there seems to be elements of the model which can be very essential for policy implementation. For example, functional elements like authority and power to choose and instruct can be useful under certain circumstances during the implementation process. This falls nicely under the criteria set for effective implementation as enumerated by Osinuga (1997 : 89), which implies the presence of effective authority on the part of the management. In reviewing the classical model, it becomes imperative to conclude that some features of the model can be very useful in policy implementation, even in the present period of globalization and modernisation.

- **Participatory model**

Downey's (1988) participatory model for policy implementation bears the characteristic of the democratic model recommended by most of the contemporary researchers. However, for the purpose of this research study, it is of the prime importance to provide an incisive critique on the participatory model with the view of determining its usefulness or otherwise to effective policy implementation.

Downey's (1988) participatory model for policy implementation seems to provide useful elements for success. Functional concepts like two-way communication; bottom-up and top-down; decentralised management and minimum supervision fall snugly in today's organisational theory which is based on the democratic principles. A body of literature on participative management points to the importance of involving people in key decision-making processes (Van der Westhuizen, 1991; Mullins, 1995 and Mmakala, 1997).

The major point about the participatory model for policy implementation is the recognition it gives to people within the organization. This is a major departure from the classical model which talks about programming workers. According to Getzels et al (1968 : 31) this is a major

departure from the classical model which talks about programming workers. Follet is of the opinion that a fundamental problem of any organization is the building and maintaining of healthy, dynamic and harmonious human relations. The recognition of this point by the participatory model seems to be a major contribution to organizational effectiveness. Furthermore, the fact that a two-way communication and a bottom-up and top-down approach remain the cornerstone of the model, suggest adherence to the principle of democracy.

This approach can go a long way in creating a sense of ownership since it recommends involvement in the decision-making process.

Again, two-way communication channels seem to suggest healthy communication between management and workers. This is a very important element in today's organizations. According to Mullins (1995 : 69) through co-operative action, members of an organization can provide a systematic effect. This statement suggests the importance of participation by members working together. On the otherhand, there appears to be some shortcomings around the participatory model like the delay in the decision making processes.

- **Denzo Implementation Model**

In critiquing this model, it becomes clear that the model might be very useful in project implementation in the private sectors and the public sector to a certain extent , because more often the private sector appears to have more financial resource than the public sector. However, most of the aspects of the model can be very useful to policy implementation in the public sectors. For example, the ten bodies of knowledge constituting the definition stage of a project appear to be very essential for the success of any intervention strategy like transformation. In this regard, it is important for key people to agree on what is transformation and what it entails before embarking on it. The Sowetan (1998:4) of June reported confusion about transformation by saying in South Africa everybody claims to know transformation. The Denzo model put a lot of emphasis on this definition stage called conceptualisation.

Furthermore, case studies conducted on the change or transformation process, more or less agree on the fundamental stages of managing change. Tichy and Devanna (1990:5-6) dramatise the process of change in three acts, namely : (a) Act 1 : recognizing the need for revitalization; (b) Act 2 : creating a new vision; (c) Act 3 : institutionalising change.

Tichy and Devanna's (1990 : 6) three themes of transformation process can be easily linked to the three stages of implementing change as elaborated by Miles and Fullan (19).

- **Six strategies for policy implementation**

Closer scrutiny of the combination of the six basic strategies as suggested by Carter and O'Neil (1995) offers some important guidelines for policy implementation. The key issues emanating from the models are as follows: the combination of pressure and support to policy implementation, provision of resources, emphasis on shared vision and the rewarding of individual.

On the other hand, the strategies appear to have certain assumption and appear to ignore issues like political factors and possible lobbying groups against new policy implementation. However, in totality, the six basic strategies can be very useful to policy implementation by education managers.

- * **The triple "I" strategy**

The triple "I" model as suggested by both Miles (1986) and Fullan (1991) appears to take into account most of the issue, which are central to policy implementation and change. These issues can be enumerated as follows: advocacy, mixture of pressure and support and clear allocation of responsibility. Furthermore, the linkage between policy and change as a process can be valued as one of the key features of the triple "I" model.

Despite the major advantages of the model, which are essential to effective management of change, several shortcomings of the model can still be identified. For example; the model is

silent on issues like strong leadership and the approaches to handle serious resistance against policy.

- **The cascading strategy**

One of the main issues in favour of the cascading strategy is the recognition of both the internal and external factors of policy implementation to local conditions that can also be viewed as the main advantage model. In brief, most of the key principles of the model appear to be in consistent with issues very central to effective policy implementation. In a sense, the basic aspects of the model can be fine-tuned to suit local implementation of policy.

- * **The action phase/strategic management**

The strategy appears to be useful to today's organisation since a lot of emphasis is put on a workable action plan that translates guidelines into real action. This step can be applied by circuit managers in charge of policy implementation. The weakness of the strategy are not very much provided. This implies that the strategic implementation strategy can go a long way towards the enhancement of policy implementation.

2.5.9 RESEARCH FINDINGS

Recent research findings in both developed and developing countries in policy implementation suggest a lot of essentialities and conditions to ensure effective implementation, so as to effect the necessary educational changes. According to Fullan (1993:84-86) research findings on implementation of new policies have revealed the following points : Implementation is very much a social process, of sustained interaction and staff development is crucial plus the need for learning the new ways of thinking and doing of new skills. This has proved positive in promoting a better conceptualization of policy implementation.

The main aspects of the findings showed that a lot of emphasis is placed on development, shared control over implementation, clear responsibility for orchestration/co-ordination and the carrying out of action plans.

Brooksbank and Anderson (1989:45-46) survey on policy development and implementation identified three essential factors considered crucial for policy implementation. These are :

- The planning and implementation of new policy takes place within a framework of known resources and well understood objectives;
- How policy is implemented. It is part of the professional expertise of the educational administrator (implementers) to be aware as extensively as possible of the quest for improvement, more important, he or she must be equipped to distinguish the most promising among many possible innovations, know how current practices may be modified to benefit from such innovations; and.
- The 'thinkers' and 'doers' should not be allowed to drift far apart from each other.

Brooksbank and Anderson's (1989) study managed to draw attention to the importance of resources, both human and physical to the process of implementation or operationalisation of the set objectives. Furthermore, the findings have put a focus on the need to bridge a gap between policy developers and policy implementers with a view of sharing common understanding of the policy context.

With particular reference to the process of putting policy into practice, several researchers like Berman and McLaughlin (1987); Fullan (1991); and Huberman and Miles (1984) agreed that schools do not operate in a political vacuum. They are nested in the Local Education Agencies (LEA) which research suggests are influential in the implementation process. 'Lending constant and active support' for reform is a necessary condition for local implementation. Recent research corroborates districts' influence in the implementation of state and national reforms because they mobilize (O Day et al [1995]; Jennings and Spillane [1996]; and Prince and Ball [1997]).

Lastly, several researchers like Miles (1986:13); Fullan (1991:32); and Dunn (1994:3) agreed on the stages of policy implementation as follows : initiation, implementation and institutionalisation. These stages have added an important dimension to the understanding of change as brought about by new policy implementation.

Furthermore, the research points to the crucial role of the policy implementers and the necessity to mobilize local resource to ensure effective implementation of policy.

Research studies conducted on policy analysis and development and implementation by several researchers (Fullan 1991, Lungu 1983) in both developed and developing countries have produces the following findings :-

policy is both text and action, words and deeds; it is what is enacted as well as intended;

policy is value-laden and exists in a particular context;

policy provides guidelines for the many decisions and actions that organisations take;

policy analysis is not confined to the expert only, stakeholders can also examine the impact of policy;

policy analysis helps policy makers to identify clear reasons why one course of action is preferable to others;

the vision and mission on the statement of an organisation is directly connected to the policy statement;

effective policy implementation is influenced by among other factors the following condusive environment, resource availability and the clarity of the policy itself.

The above-indicated findings research have helped to draw attention to the importance of involving stakeholders and implementers during the process of policy initiation and development.

2.6 The Dynamics of transformation

According to Fullan (1993 : 345) we cannot avoid change, since it pursues us in every way. And the new mindset is to exploit change before it victimises us. Tichy and Devanna (1995 : 5) attest to this statement by saying that the traditional managerial skills are important ingredients in most organizational success stories but not sufficient for organizational transformation. We focus on the most critical element - leadership - as organizations are challenged by an increasingly competitive environment.

It can be inferred from the above paragraph that the central key to organizational change/transformation seems to be revolving around the preparedness of management/leadership to change and adapt to the new challenges.

Tichy and Devanna (1990 : 5) further say that transformation demands fundamental change. It demands the commitment of the many not the few. Its nature is revolutionary not evolutionary. The complexity of change as a process is further confirmed by Nadler and Nadler (1998 : 3) when they say “the truth is that change is inherently messy. It is always complicated. It invariably involves a massive array of sharply conflicting demands”. Despite the best-laid plans, things never happen in exactly the right order. Saying the reality of change in the organizational trends defies rigid academic models as well as superficial management fads. Tichy and Devanna’s (1990:5) statement about change seems to suggest that the change process is not predictable, meaning that one can never be sure what will happen next. This uncertainty around change is further confirmed by the White Paper on Transformation (1996). Where it says “more complex reforms, such as the restructuring, represents even greater uncertainty; first because more is being attempted second, because the solution is not known in advance. In short, anxiety, difficulties, and uncertainty are intrinsic to all successful change”.

Inferences drawn from Fullan and Miles’ (1990) statement further demonstrate the complexity and anxiety associated with the change process, especially if more is attempted. It can be further be argued that the process of change can be more complicated if it has to happen within the context of transformation, since transformation refers to the total overhaul of the system with the view of rendering quality and cost-effective service. Several writers (Carnal, 1990; Johnson 1992, Johnson 1998, Nadler and Nadler 1998) to mention a few, agree that during change everything is seen in a state of flux, suggesting that one has to manage change effectively in order to survive.

According to Nadler and Nadler (1998 : 3) real change in real organization is intensely personal and enormously political. The implication of this statement seems to suggest that change or transformation is a dynamic process that cannot be subjected to neat theories or

mechanical approach. One of the essential elements which seems to dictate the pace of change or transformation seems to be time. Waltston (1994 : 54) confirms this point when he says “we have to change the dimension of thinking from top-down to bottom-up ... we need to have time to make changes, adjustments and decisions. Transformation as a complex process seems to be inclusive, since it calls for a complete mindshift and new ways of thinking and doing things”. This seems to be falling squarely on system theory. According to Capra (1995 : 4) a new way of seeing the world and a new way of thinking in terms of relationships, connectedness and context. In his view this is called ecological thinking which is based on the fundamental shift of perception from the world as a machine to the world as a living system.

Capra (1995 :4) further says that system thinking involves shifting our attention from the parts to the whole, from objects to relationships, from structure to processes, from hierarchies to networks. In the opinion of the researcher, the system theory seems to be correctly describing the process of transformation, since it lays emphasis on an integrated approach of doing things. This view is confirmed by Nadler and Nadler (1998 : 4) in saying real change is not only restricted to an organization strategy, its structure, and its operations, but also the perceptions, expectations and performance of thousands of people.

Nadler and Nadler (1998 : 4) highlighted the challenge of leading change or transformation by paraphrasing Lawrence’s statement :“If leading change were nothing more than an intellectual exercise in re-arranging structures and redesigning processes, our lives would be a lot simpler”. But the CEO’s job is to lead change, not just manage it. Leading people in a new direction means reshaping their view of the world. It means shattering their sense of stability, tossing out their old standards of success, and prying them loose from the status quo. It means replacing what you have wiped out with a new, coherent and energizing vision of what you believe the future can and should be”.



From the above paragraph, it can be inferred that the management of transformation demands certain amount of skills; vision and energy. Furthermore, the leader or manager has to create a sense of awareness among the people about imperatives for change. At the same time, such a leader is not expected to manage the organization but also lead such an organization.

Current literature survey on the type of qualities needed from a leader in a learning organization identifies four main roles on the part of a leader as follows: creating vision, creating an atmosphere of trust, scanning the environment for threats and opportunities and developing employees (Johnson, 1998:145). The implication of the above suggests that the leader has to be empowered in order to empower and develop employees. This is based on the assumption that new organizations require different leadership from the old and traditional ones. This type of role is called leading-learning (Arguvis, 1992:60). The implication of the leading-learning theme suggest the willingness of the leader to lead and learn at the same time.

This view is confirmed by a researcher, like Abell (1995) when he says “the new challenge is a dual one. The leader has to continue to run the business as effectively and efficiently as possible but at the same time has to change the business of doing things differently”. In the opinion of the researcher, a manager who is able to do so can be called a transformational manager. According to Tichy and Devanna (1990 : 4) entrepreneurs can start with a clean slate, transformational manager must begin with what is already in place. They are like architects who must redesign outmoded factories for new use.

2.6.1 Transformation Process in the new South Africa

The process of transforming a society or an organization seems to differ markedly from the process of reform. According to the White Paper on Transformation of the Public Service of 1995, the Government of National Unity regards transformation as a dynamic focussed and relatively short-term process designed to fundamentally reshape the public service for its appointed role in the new dispensation. The White Paper (1995:6) further says; the goals of transformation are to be achieved within an anticipated time-scale of two to three years; while the process of reform will be ongoing. It can be inferred from the above paragraph that the process of transformation can best take place by the legislative framework on the formulation of new policies. Furthermore, the process of transformation cannot happen in one sector of the society. It should be a holistic process. This view is confirmed by the White Paper (1995 : 11) in stating that “the new Government inherited a society marked by deep social and economic inequalities, as well as by serious racial, political and social divisions”.

The White Paper (1995 : 12) further says, the new Government adopted the Reconstruction and Development Programme to re-orient and re-unite society towards a common purpose, that of a socially coherent and economically equitable society. To fulfill this role effectively, the service will need to be transformed into a coherent, representative, competent and democratic instrument for implementing policies and meeting the needs of all South Africans.

For the purpose of this research study, the process of transformation will be restricted to the implementation of transformation policies within the education sector only. Furthermore, the concept transformation policies and educational change is used interchangeably.

2.6.2 Transformation Policies in the Education Sector

Within the frameworks of the Constitution of South Africa, White Paper on Education and Training (1995), the National Education Policy Act (1996) and the South African Qualification Act (1995) circuit managers and other organs of the state are expected to implement the following policies, within the school system:

South African Qualification Authority Act;

National Educator Appraisal system;

Curriculum 2005;

Language in Education Policy;

Employment of Educators Act No. 76 of 1998;

Rationalisation and redeployment policy (Labour Relations Act);

Monitoring and assessment policies;

South African Schools Act (1996);

Batho Pele; and

National Education Policy Act of 1996 (NEPI)

The main objective of the above indicated policies is to transform the education system from apartheid education to a democratic education system that will promote life-long learning, equity, access and quality assurance (Manganyi, 1997:3). However, the successful implementation of transformation policy seems to depend on various factors: One of the key factors identified by researchers is transformational leadership.

2.6.3 Transformational leader

The institutionalisation of new policy or innovation and the deepening of democracy within the education system or educational organisation seems to be heavily influenced by transformational leadership. “Transformational leader institutionalise the vision by reweaving the strategic rope: the technical, political and cultural strands must be combined to make the bureaucracy in large complex organisation. The challenge, instead, is to make it drive the Organisational goals; (Tichy 2 and Devanna 199.216)

On the basis of Tichy and Devanna (1990) statement, the following implication can be drawn:

The implication of change does not necessarily suggest the total destruction of the existing structures. For example, transformation has taken place in the South African parliament without changing the building structurally.

Bureaucracy within complex organisations can still be made flexible and responsive without any attempt to replace the structure. This can be done by training individuals. The skillful combination of technical, political and cultural strands can be utilised to make bureaucracy responsible, flexible and human. Tichy and Devanna (1990) substantiate the stated implications by arguing that “Quantum thinking must become a way of life, not a one year, one or two product, but a decade long in the end of the same system. The same bureaucracy, when challenged, will bring together the technical resources in creative thinking and will rally around to make sure it does work....”

Literature survey has indicated a shift in the management of change in educational organisations. According to Henkman, (1990) greater demands are being placed on schools as an organisation and units of change, they will be placed on schools as a collection of classrooms. With the shift from classroom to school as the focus of education change, a corresponding shift in disrupting the role of the principal from manager to leader has occurred. (Fullan 1990:21). The principal of schools are now being viewed as transformational leaders by recent studies.

According to Silins (1994:271) a number of recent studies by Leithwood and his Associates (1992 and 1993) have provided evidence that the form of leadership perceived as more helpful by teachers involved in educational change and restructuring is transformational leadership.

A description of a transformational leader is provided by several writers in saying that transformational leaders not only recognise the following needs, to higher levels of motivation and maturity while striving to fulfill human potential. The total engagement (emotional, intellectual and moral) of both leaders and followers encourages following to develop beyond expectations (Bass, 1985. Burns, 1978, Sergiovanni, 1991). This appears to suggest that the role and influence of the transformational leader should permeate the whole organisation. The mentioned qualities associated with the transformational leader appear to provide a descriptive role of leaders during policy implementation. The development of educational managers involved in policy implementation to the stated standard of the transformational leaders can go a long way to enhance policy implementation.

Furthermore, Hoyle (1989b:252), goes on to list the skills required by administration or transformational leaders for the twenty first century as follows:

the ability to view the big picture of the future. This also suggest paradigm shift in thinking ;
the ability to cope with stress caused by personal, societal and technological change;
the ability to manage information systems;
the ability to be human and create humanistic environments;
the ability to select, maintain and provide growth for professional staff and support personnel;
and
The ability to interact with all levels of the system, particularly stakeholders.

The above indicated skills, expected from a transformational leader can contribute immensely towards the facilitation of new policies in the education. In other words the acquisition of these skills by Circuit Managers can contribute to effective policy implementation.

2.6.3 Critical competency for advocacy

Critical competencies for the advocacy role of a transformational leader during change, have indicated some additional roles and critical competencies needed for policy implementation of the part on the educational manager. According to Osler and Lakhani (1996:31) the critical competencies associated with the advocate role can be cited as follows:

- * relationship building: establishing, strengthening, maintaining credibility, trust and confidence with individuals;
- * feedback skills: communicating information and opinions such that it is understood;
- * cost benefit analysis skills: assessing the various financial, psychological and strategic advantages and disadvantages of various courses of action;
- * data reduction skills: scanning, analysing, synthesising and drawing conclusions from data. The process of SWOC analysis can be done here. In other words, the identified skills can be used to conduct SWOT analysis in the organisation, (C stands for challenges outside the organisation.);
- * organisation change understanding; knowing what aids and inhibits individual, group and system changes in organisations;
- * objective preparation skills: preparing clear statements which define target outputs;
- * organisation understanding: Knowing the formal and informal structure, strategy and systems of a specific organisation and their input on individual and organisation effectiveness;
- * negotiation skills: securing win-win agreements while successfully representing a special position; and
- * role versatility: adjusting one's own behaviour in order to be effective within and among groups and with individuals.

The acquisition of these critical competencies can contribute extensively towards effective policy implementation. This implies that the role of circuit managers in policy implementation can be effectively enhanced by and empathized with what others are being asked to change the way they operate.

- * *leadership by example*; the ability and willingness to demonstrate the type of public support necessary to convey strong organisational commitment to the change;
- * *Lobbying role*: the ability and willingness to meet privately with key individuals in groups in order to convey strong personal support;
- * *decisive management* : prepared to promptly reward those who facilitate the implementation process on those who inhibit it with sanction;
- * *monitoring/feedback*: the determination to ensure that monitoring procedures are established that will track progress or problems that may occur; and
- * *visionary sustained support*: the capacity to demonstrate constitutional for the change and reject any course of action with short term benefits if it is unconstitutional implementation process. The above indicated condition can be essential for circuit-managers in the effective policy implementation.

2.6.4 Conditions for transformation

The implementation of new policy to effect the transformation as a process in an organisation appears to revolving around certain basis conditions. These conditions appear to be very essential to ensure successful transformation. Osler and Lakhani (1996:35) have identified these factions as follows:

- * *power*: the organisational power to legitimise the change in the organisation. In South Africa, the new Constitution can be viewed as the power to legitimise transformation;
- * *discomfort*: a sufficient degree of discomfort regarding the status quo;
- * *a vision*: a clear vision of what change must occur; *resources*: a thorough understanding of the organisational resources (time, money, people etc) needed for a successful implementation and the ability and willingness to commit what is necessary for the project; and
- * *holistic insight*: a total, in-depth understanding of the effect the change will have on the organisation; *human insight*: the capacity to fully appreciate the possession of these competencies. The implementation of change does not necessarily suggest the total destruction of the existing structures. For example, transformation has taken place in the South African parliament without changing the building.

Bureaucracy within complex organisations can still be made flexible and responsive without any attempt to replace some structure. This can be done by training individuals.

The skillful combination of technical, political and cultural strands can be utilised to make bureaucracy responsible, flexible and human.

2.7 Roles of Policy Implementers in Developed Countries

A closer analysis of the provision of the Scotland Act around education, demonstrate the kind of developments achieved in developed countries. In addition to this, the given policy guidelines suggest the following : (a) the involvement of policy implementers in the formulation of the education policy; (b) recognition of education managers in charge of services and establishment; (c) maximum participation of the stakeholders; (d) flexible and empowering approach; (e) and maintenance of the highest standards of education which normally remains the hallmark of policy improvement or changes.

The formulation and adoption of policy is just the beginning of the intended changes. The actual changes may be visible after the implementation of new policy or changes. However, the success of policy implementation seems to depend partly on the capacity of management.

A body of literature in the developed countries reveals the extent of policy formulation and implementation with the intention of bringing changes, reforms or transformation. These policy frameworks are normally contained in various Acts or Circulars. For example, researchers like Franklin (1996 USA), Singh (1996 India) and Welton (1996 England) share common perspectives on the need to decentralize the education service with the objective of providing quality education. In the decentralisation of policy, the role of policy implementers like circuit managers may be crucial.

2.7.1 Roles of Policy Implementers in Japan

In Japan just like other countries, the school inspector is equivalent to circuit managers as known in South Africa.

According to the Japanese' Educational Administration data, among other things, the major roles of the superintendent or inspectors of schools are: (i) implementation of the policy as officials responsible for educational administration (ii) supervision of the staff (iii) provision of professional and technical guidance to personnel, (iv) helping in educational planning and special curricular activities, (v) school attendance (vi) school terms and holidays, employment of personnel, leave of absence. All these tasks are done on behalf of the board of education.

Closure scrutiny of the above-indicated functions performed by the Japanese Inspectorate appear to fall within the monitoring of the effectiveness of the education system. Monitoring and accountability are some of the main aspects which appears constitute quality assurance activities. It can therefore be inferred that, one of the major management roles of (policy implementers) circuit managers in Japan is to assure quality education through the monitoring and supervision of learning and assessment experience.

2.7.2 Role of policy implementers in USA

It appears easy to conclude that the Superintendent in the American Education system plays a central role in the formulation and implementation of educational change or new policies. It is stated here that the "Superintendent of schools is also responsible for assuming a leadership role with professional educators, not only within the school system, but also at the State and National level as well. This will help Superintendents to be informed about current issues in education, which in turn should be communicated to the board of the school and the community" (Franklin, 1995:165). This statement, to a larger extent, confirms the critical roles of the Superintendent during fundamental change or transformation in the education system.

2.7.3 The Role of Policy Implementers in Ireland

According to Ireland's White Paper on Education, the Inspectorate of the Department of Education plays an important role in relation to the operation and quality of the education system in primary and secondary level sectors. The inspectorate currently has the main

responsibility at national level for quality assurance in these sectors. It is also concerned with dissemination of good practice. Inspectors participate in a wide range of activities at school and at national levels and are actively involved in the operation and management of the national Certificate Examination (White Paper on Education, 1995:183).

To sum up the above scenario in comparison to other developed countries like Japan, USA and United Kingdom demonstrates the centrality and importance of the Inspectorate to the key issues of quality assurance. Besides the importance of the Inspectorate, roles in supporting schools and teachers in the Ireland education system, the report on the National Education Convention (1995:183) also expressed concern about the potential and perceived conflicts between the advisory and evaluative roles of Inspectors. According to the White Paper, the concerns were consistent with the other major structural changes within the department of education like the increased focus on policy formulation and quality assurance, the emphasis on the autonomy of schools, and the strengthened role of school management.

A critical analysis of the expressed concerns around the perceived conflicts between the advisory and evaluative roles Inspectorate in Ireland appears to reveal the following issues: (i) the need to strike a balance between advisory and evaluation roles; the recognition of the importance of monitoring the school system and the need to adjust and update the management roles of Inspectorate in line with the new development. Paper revolving around the roles of the Inspectorate as follows: the approximately 170 Inspectors and psychologists in the department of education were divided into two main categories namely (i) the central Inspectorate which was charged with the role of ensuring quality control and educational evaluation at National level (ii) and the Regional Inspectorate responsible for providing advisory and support services to schools. Furthermore to address the issue of the education boards capacity, most of the inspectorate are seconded to the education boards, to work under the executive direction and authority of the boards of directors (White Paper, 1995:84).

A close look at the role of the Inspectorate in the new structure for Ireland Education Department offers an interesting development. For example, it is obvious that new changes have managed to strike a fine balance between national and regional Inspectorate by dividing

responsibility at macro and micro-level. Secondly, the deployment of the Inspectorate to the education boards also cater for an early concern by giving the boards the necessary expertise, thus ensuring quality assurance. Thirdly the allocation of functions also allowed the central Inspectorate to play a key role in policy formulation and implementation strategy. On account of the new development provided by the Ireland's new education structure, it is easy to say that the Inspectorate in Ireland was transformed in order to meet the new challenges in the education sector.

2.8. Roles of Policy Implementers in Developing Countries

In developing countries like Ghana, Zimbabwe and South Africa, there is little evidence to suggest the active participation of circuit managers/circuit supervisors or school inspectors in the development of policy to effect educational change. However, literature survey on policy development and implementation reveals some small beginnings and positive direction in this regard.

2.8.1 Zimbabwe

According to Rukanda (1996 : 173) the Education Amendment Act of 1991, of Zimbabwe among other things establishes the roles of the education officers in the Zimbabwean Education Ministry's organizational structure. Furthermore, one of the supervisory roles of education officers in Zimbabwe revolves around the implementation of democratic policies adopted at the attainment of Independence in 1980. Rukanda (1996) says the "government adopted a democratic constitution with a Bill of Rights guaranteeing fundamental human rights and freedom for all, regardless of race, colour, gender, creed or place of origin". In addition to the need to acquire an insight in the philosophy behind this policy framework by education officers; the real challenge seems to revolve around the actual implementation of these fundamental and transformational policies.

There is little evidence to suggest effective implementation of educational change in the Third World countries. This lack of success may be attributable to many factors present in the

developing countries. Sometimes failure is attributed to lack of management skills, lack of resources and ambitious policy framework. According to Stiffilin (1976 : 122) “Western scholars concerned with policy effectiveness, commonly express their greatest frustration with the inertia and incompetence of bureaucracies”. Stiffilin’s (1976 : 122) statement suggest lack of management skills on the part of policy implementers in the Third World countries.

A body of literature in both developed and developing countries suggest little evidence on the acquisition of skills by managers in the developing countries for policy implementation and management. Zimbabwe appears no different from other developing countries in this regard.

2.8.2 Ghana

However, current literature on the roles of managers during educational changes or reform suggest a focus attention on the vital roles of circuit supervisor/school developers. For instance in Ghana the following functions are viewed as the key roles of the circuit supervisor, namely: (a) promote effective teaching and learning in all basic schools; (b) interpret educational policies to teachers and help them to understand them; (c) promote effective school management; (d) liaise between the school and the district educational authorities. These functions are to be performed by circuit supervisors through school visits (Ghana Educational Policy 1996).

It can be inferred from the above-paragraph that the Ghana Education System recognizes the key roles of circuit supervisors in policy implementation, especially during the implementation of the Free Compulsory and Universal Basic Education Programme (FCUBE) based on Article 38 (2) of the 1992 Constitution of the Fourth Republic of Ghana that drew a ten years programme for implementation. Furthermore, it can also be inferred that the roles of circuit supervisors appear to be clear and well grounded.

The point worth noting is the conditions under which the Free Compulsory and Universal Education Programme has to be implemented by circuit supervisors. For instance, the Ghana Education Policy document (1996 : 5) says “the overall objective of the policy framework is

to improve both the efficiency and effectiveness of the Ministry of Education and the Ghana Education Service through managerial reform. In order to ensure that new and existing resource investments are wisely allocated and effectively utilized; activities will be focused to bring greater discipline and accountability in schools, thereby increasing teaching effectiveness, reducing teacher absenteeism and building morale of pre-tertiary educational personnel. The Ministry of Education is also committed to decentralising administrative authority and responsibility for school performance to the local level”.

The point worth noting is the practical steps (definition ones) taken by the Ghanaian Education Ministry in the implementation of Free Compulsory and Universal Basic Further Education programme. For example, the first phase of the implementation (from 1996 - 2000) is costed as follows :

Improving the quality of teaching and learning	306 276 752
Improving management efficiency compound	26 197 625
Improving access and participation compound	57 270 533
Total	<u>1137 449 10</u>

Furthermore, the education authorities produced an implementation plan of the first phase FCUBE over the five year period (1996 - 2000) as follows:

TABLE 2.2. The Costing for new Education Programme in Ghana

PROGRAMME COST PLAN (\$M)							
Programme Components	Y1	Y2	Y3	Y4	Y5	Y6	Y7
Improving of Technology/Learning	17.8	36.1	27.4	35.5	36.3	36.3	36.3
Improving Access and Participation	0.6	10.1	18.4	14.0	7.7	7.7	7.7
Improving Management Efficiency	1.1	26.2	0.7	0.1	0.1	0.1	0.1
Total Programme Cost \$320.4m	19.5	72.4	46.5	49.6	44.1	44.1	44.1
Percentage of total cost per annum - 100%	6.1	22.6	14.5	13.8	13.8	13.8	13.8

In ensuring the success of the reform in the education system, the Ghana Government got a grant about 8,50 million from the World Bank and pledged US \$53 million from USAID.

In most probability, the availability of the financial resources, the training of managers and the degree of stability (discipline) and accountability in Ghana can contribute a lot towards ensuring the smooth implementation of reform programme in the education system. A body of literature on policy implementation alludes to this fact. It is therefore safe to conclude that the circuit supervisors (policy implementers) have enough support from the Ministry to ensure the success of the reform process. Unlike in the developed countries and some sub-Saharan countries like Ghana, there is little evidence in the new South Africa to suggest that circuit managers (school inspectors) are being given the essential support by the Education Ministry to ensure the successful implementation of transformation policies in the school system.

2.8.3 South Africa

According to Audit phase II report (1999 : 44) “the present category of circuit managers refer to the traditional school inspection category of education officials”. None of the nine provinces in the country still use the name “Inspector” to refer to this category of officials (see figure 2). The functions of circuit managers vary only slightly from those performed in the past by inspectors. The only major difference is the current tendency to put more emphasis on the developmental role at the expense of the monitoring and evaluation activities.

Change is nomenclature. This category of officials is referred to by different names (figure 2). However, the term “Circuit Manager” is dominant.



Table 2.3 : Title of the Circuit Manager in the nine provinces

PROVINCE	TITLE FOR CIRCUIT MANAGER
Eastern Cape	Education Development Officer
Free State	School Management Developer
Gauteng	District Education Co-ordinator
Kwa Zulu/Natal	Superintendent of Education Managers
Mpumalanga	Circuit Manager
Northern Cape	Circuit Manager
Northern Province	Circuit Manager
North West	Circuit Manager
Western Cape	Circuit Manager

A close look at Audit phase II report (1999) the following implications can be drawn:

The present circuit managers performed almost the same role played by the inspectors in the old dispensation; The tendency to emphasize the developmental role than the monitoring role may have changed the real focus of these officials; and lastly, the fact that there are different designations to the same category of officials in one country can suggest confusion and lack of attention to the roles of these officials. A situation of this nature may put these officials in a compromising position.

Audit phase II (1994 : 45) further report that circuit managers who have not yet changed their attitudes are accused by schools and their colleagues of being conservative, bureaucratic, authoritarian and untransparent. This negative attitude against circuit managers appears to be historical and political. This point is confirmed by Unterhalter et al (1991:192) in arguing that “ principals and inspectors were first and foremost collaborators who carried out state repression against progressive movements”. This position is further strengthened by Task team report (1996 : 20) which states that “rejection of inspectors was partly the result of the bureaucratic and authoritative management system which the inspectors were required to implement and ‘police’ and partly the result of a general rejection of any authority of the illegitimate state”.

From the above-mentioned picture, it can be inferred that school inspectors (circuit managers) were not accepted by the community they serve, since they were viewed as the agents of the repressive state and lacked democratic approach in their work. It can still be inferred that circuit managers are still being rejected even in the new dispensation.

2.9 Challenges faced by circuit-managers in the North West Province

As reports in other parts of the country reflect the challenges experienced by education officers or circuit-managers in their ones of operation, the same situation prevails in the North West Province.

The Mafikeng Mail (Anon 1997:3) reported in April about of educators' unions' protest in the Ventersdorp area, which demand the instant dismissal of the circuit managers. Furthermore, the Sowetan (Editor 1996:2) reported in June the sit-in of educators' unions' in the Pudumong Circuit, demanding the immediate transfer of the circuit manager who was accused of lack of democratic approaches. This state of affairs appears to reflect the tense environment under which these officials operate.

Despite the apparent lack of appreciation and acceptance of the circuit managers, they appear to be the only link between the department and the school system. According to Molale (1997:3) circuit managers in the North West Education Department are among other things responsible to implement a whole range of policies in the school system. These policies revolve around curriculum; monitoring; provision; labour relation and management.

According to Audit phase II (1998:46) circuit managers are expected to handle new roles without being exposed to any training on human relations, communication skills and dispute resolution skills. On account of lack of support and acceptance, it is easy to suggest that circuit managers are facing serious challenges in their areas of responsibility.

It was also discovered through literature research that the institutionalisation of policy heavily relied on transformational leader who was able to make the best out of the bureaucracy.

Furthermore, literature review also identified the following skills as essential for the twenty first transformational leader; namely: the ability to look into the horizons, the ability to manage the information system and the ability to interact with all the levels of the organisation.

It is further revealed that one of the critical competencies for policy implementation is the advocative role and the critical competency associated with advocate role include skills like relationship buildings feedback skills, negotiation skills and cost or benefit analysis skills.

2.10 SUMMARY

In brief, this chapter provided the conceptual framework of policy processes within the context of educational changes. It is apparent from the provided examination of key issues that the implementation stage of the policy process is as important as the development process. In other words, the amount of resources in terms of time, money and human resources allocated to the policy developmental process should also be allocated to the implementation stage of policy. Of crucial importance is the fine balance between the need to train policy developers and implementers so as to ensure success.

In the review of literature in both developed and developing countries, it was discovered that in the developed countries like USA, UK and Japan, the development of educational policy was primarily intended to reform the education system with the view of rendering quality education.

In developing countries like South Africa and Zimbabwe, educational policy development was primarily intended to transform the education system from a divided and racial system to a single, non-racial educational system. This indicates that policy is one of the governments' instrument that can be effectively used to regulate and harmonise previous imbalances.

Furthermore, through literature research, it has surfaced that in some countries, specifically trained individuals called 'Inspectors of Schools' were specifically appointed to monitor and

evaluate policy implementation around issues pertaining to quality assurance and accountability. The roles of these individuals were appreciated by their countries.

In South Africa, literature review revealed little evidence to show that system monitors called 'Circuit Managers' are given special recognition and respect in their professional work.

Furthermore, there is little evidence to suggest that policy implementers like circuit managers were specifically trained to ensure effective implementation of policy. It is further discovered that in South Africa policy implementers like circuit managers are mainly engaged in developmental activities like the training of principals and school governing bodies, instead of monitoring the effectiveness of policy already implemented. However, the National Ministry of Education has already initiated research projects to look at the roles, functions and position of circuit managers, curriculum specialists and subject specialists with the view of locating this officials within the framework of quality assurance and policy monitoring as it happened in other countries Audit phase II (1999 : 46).

Finally, the chapter examined several implementation strategies and models, ranging from the classical strategy to integrated model that takes into account all relevant variables crucial for effective implementation. In this regard the strategies such as Denzo, strategic management and cascading and combination of strategies have been recommended as the keys for effective policy implementation. (Carter and O'Neil 1995, pearce and Robinson 1997, Comnions 1998).

The next chapter outlines the method of empirical investigation into the roles of circuit managers in policy implementation and the challenges encountered.

CHAPTER 3

3. RESEARCH DESIGN

3.1 INTRODUCTION

This chapter outlines a description of empirical research which was undertaken to investigate the roles of circuit managers in the implementation of transformation policies. An exposition of the rationale behind the type of methodology employed, how the investigation was carried out and what steps were followed in the design of the data instruments as an attempt to validate the research study.

Empirical investigation is needed to find out the actual roles of circuit managers in policy implementation as well as the strategies needed for effective implementation of policies for effective performance in developing countries like South Africa.

3.2 THE QUESTIONNAIRE AS A RESEARCH TOOL : THE SURVEY INSTRUMENTS

Research tools are the means by which different approaches to research are operationalised (Johnson, 1994 : 37). According to Dixon (1989 : 13) the method of data collection is to some extent guided by the purposes of the study.

In this investigation, the hand-delivered questionnaire is employed as a means of data collection. The essence of a questionnaire as a research tool, is that it is in the hands of the respondent, and is completed by him or her, usually not under the supervision of the researcher, like it was the case in this study (Johnson, 1994 : 37; Kamil et al 1985 : 48-49; Wiersma, 1985 : 146; Cohen and Manion 189 : 106).

In this survey study, the following major methods were employed for the purposes of data collection, namely:

- * semi-structured interviews (personal interviews); and
- * questionnaires

3.2.1 **ADVANTAGES OF QUESTIONNAIRES**

The following are advantages of a questionnaire as a method of investigation (Johnson 1994 : 37; Legotlo 1994: 37; Cohen and Manion 1994 : 272).

- * distribution is cost-effective in terms of time, money and travelling;
- * it is less time-consuming than personal interview or observation;
- * a broader sample of people can be reached, in a way ensuring an a extensive spectrum of views, thus maximizing generalization of the study;
- * a questionnaire empower the respondent, who may read all questions before completing, and may complete and return the questionnaire at a convenient time;
- * standardized instruction are given to all the respondents and the appearance and mode of conduct of the investigator do not influence the results;
- * the confidentiality of the information given can be maintained since the questionnaire is filled anonymously;
- * in this way it is easier to elicit a response on controversial issues than through an interview; and
- * in terms of time, information from thousands respondents could be obtained within a short space of time.

3.2.2 **SHORTCOMINGS OF THE QUESTIONNAIRE**

Despite advantages associated with the questionnaire method of enquiry researchers share common views on the disadvantages of the questionnaire. They are agreed that questionnaires must be used very carefully, for the following reasons (Johnson 1994 : 132; Legotlo 1996 : 30; Cohen and Manion 1994 : 93-96).

- * in the questionnaire, the respondents may not respond to important points or emphasized aspects which are of importance to the investigation;
- * despite the freedom enjoyed by the respondent, questionnaires are basically difficult to analyse and quantify;
- * the danger of misinterpretation of a questionnaire exists as it is very difficult to formulate questions which convey almost the same meaning to all respondents (subject); and
- * since questionnaires are commonly used today, some respondents could have negative attitudes towards them, thus contributing to non-response.

Despite these limitations associated with the questionnaire, it is still commonly used as a major instrument for data collection. With great care taken in the construction and its whole administration more favourable responses could be attained (Dixon 1989 : 22; Legotlo 1996 : 28).

3.2.3 DESIGNING THE QUESTIONNAIRE

According to Cohen and Manion (1994 : 92) an ideal questionnaire possesses the same properties as a good law. It is clear, unambiguous and uniformly workable. Its design must minimize potential errors from respondents and codes. Therefore, a well designed questionnaire boasts the reality and validity of the data to acceptable levels of tolerance (Schnetler 1989 : 44). This implies that researchers must be very careful with the construction of the questionnaire and the content of the formulated questions must cover the field of study. In this research study, the researcher compiled the set of items in the questionnaire with particular reference to the aspects mentioned in the literature review.

In the construction of the questionnaire, the following guidelines were taken into account by the researcher:

- * only items that relate directly to the objective of the research should be included (Gay 1990 : 186);
- * questions should be simple, dealing with single concepts and be worded as clearly as possible (Cohen and Manion 1994 : 93);

- * questions should be presented in a definite order, simple questions should precede complex questions (Cohen and Manion 1994 : 98); and
- * double-barrelled items which require the subject to respond to two separate ideas with a single answer should be avoided (Borg and Gall 1989 : 430-431; Johnson 1994: 133).

3.2.4 DEVELOPMENT OF THE QUESTIONNAIRE ITEMS

The purpose of the questionnaire is to gather information about the management roles of circuit managers in the implementation of transformation policies and the challenges experienced by them, as well as strategies needed for effective implementation. Furthermore, another set of questionnaires is prepared for secondary school principals which aimed at eliciting information on what different people think about the expected roles of circuit managers in the implementation of transformation policies.

In the development and formulation of the questionnaire, the following three important strategies were employed:

- * Firstly, issues raised in the literature review on the roles of superintendents or circuit supervisor (inspectors) in educational change and new policy implementation in chapter two were examined;
- * Secondly, during a study trip in March 1998, the researcher conducted personal interviews with education departmental officials directly supervising superintendents or education coordinators in Brazil and Canada. This was done on the basis of the documents made available (upon request) to the researcher. The documents were about the roles of the above-mentioned officials. The outcomes of those interaction (interviews) helped in the construction of the questionnaire for circuit managers; and
- * Lastly, instruments employed in the gathering of data is similar to studies like Wissler and Ortiz (1988); Carter and O'Neill (1995) were carefully examined.

To a certain extent, the instrument is constructed from the study conducted by Carter and O'Neill (1995 in the USA) on the roles of superintendents on educational change process and policy implementation.

The Carter and O'Neill study concerned itself among other things with the following policies: contribution to reform based on effective leaders; implementation through attention and action; gaps in understanding and area of misinterpretation between policy-makers and implementers; and the necessity of support and strategies for policy implementation in order to effect educational change.

Similar studies done by (Wissler and Ortiz 1988) also emphasized the central roles of assistant superintendent in organisational change.

To gather more information on the roles of circuit managers in policy implementation, the researcher has chosen to use a structure format of questions to elicit the experiences and views or challenges experienced at the personal level, management of policy implementation at school level, support (in terms of research and training) need for them and critical skills needed in order to enhance effective implementation for better delivery and performance. Secondary school principals immediate subordinates to the circuit managers were also requested to give their views on the expected roles of circuit managers. The second set of questionnaires was intended to correlate and verify the expressed views of the circuit manager.

3.2.5 FORMAT AND CONTENT OF THE QUESTIONNAIRE

The questionnaire was divided into four sections (see appendix C and E):

SECTION A (questions 1-6) : The purpose of these questions was to elicit biographical information and demographics about the respondents.

SECTION B (questions 7-9): This section consists of three main sections and twenty-five sub-sections which required the respondents to place a cross (X) next to the relevant response.

Question 7 dealing with relationship and acceptance has six sub-questions. The question seeks to determine the degree of importance of the working relationship between circuit managers and key stakeholders in education. It is believed that the type of relationship between the two has a particular influence on the effectiveness of the circuit managers in his or her managerial work. Question items dealing with the actual policy implementation attempt to determine the importance of possessing e.g. certain insight in transformation policies which can assist in the implementation, for instance, the ability to interpret policy correctly. In brief, question 8 attempts to determine the importance of an enabling environment or supportive condition on the part of the circuit manager with the view of facilitating implementation. The question expects the respondents to cross (X) the appropriate response which best expresses their views. Items constituting questions 7 and 8, developed from literature review and for each item the respondents were asked to indicate on a four-point scale, the degree of importance (1 = not important; 2 = less important; 3 = important; 4 = very important). Question 9 dealing with the actual management of policy implementation has seven sub-questions. The question expect the respondents to put a cross (X) next to the response which best expresses their views. These given responses are ranked as follows: agree strongly; agree; disagree and disagree strongly. The question tries to determine the importance of a strategy / approaches, skills, structures and decision-making authority in effective policy implementation.

SECTION C (questions 10.1-12.2) : This section consists of two sub-questions. Where the first question is close-ended and expects a TRUE/FALSE from the respondents. It is followed by an open-ended sub-question requesting the respondents to give reasons for crossing (X) either TRUE or FALSE.

SECTION D (question 13-13.4): Section D comprised of 14-questions. These open-ended questions seek to determine the actual management roles of circuit managers as far as the implementation of new policy is concerned. Furthermore, the questions attempt to determine challenges / problems experienced by these key officials in the course of their tasks. In these questions, space was provided for respondents to express their opinions and list what they regard as difficulties hampering their success as managers. In addition to this, space was provided for circuit managers to suggest ways of improvising their roles in the implementation of policies.

3.2.6 PRE-TESTING THE QUESTIONNAIRE

Researchers view a pilot as a study in which the investigation or the researcher or user of the data carries out what would be reviewed as a mini-experiment in which such schedules are piloted to a small number of subjects, for instance less than ten respondents (Cohen and Manion 1994 : 93; Robinson 1976 : 46). Furthermore, Schnetter (1989 : 92) argues that most of the flaws of the measuring instrument are detected during the pilot study.

With the view to determine any flaws, problems and ambiguity, the two sets of questionnaires were pre-tested accordingly. For example, the circuit managers questionnaire (appendix C) a sample of (n=6) respondents were handed questionnaires. This sample included two assistant district managers, superintendents, two district managers and two circuit managers.

For the comparison sample, that questionnaire for secondary school principal, pre-testing was done to a sample of (n=5) school principal (see appendix E). However, the population of the pre-test was not used in the final sample.

In both instances, respondents were requested to complete the questionnaire and to indicate whether some items seemed ambiguous to them and to comment on the language, phrasing and the length of the questionnaires.

With the assistance of the supervisor, the pre-test results were checked and amended to finalise the questionnaires. In both instances, suggestions and corrections made by the respondents were invaluable towards the final questionnaire.

The vital role played by the pilot survey in the research project is emphasized by the researcher in saying that the purpose of the pilot study to help the researcher or the user of the questionnaire to verify whether there are items that may be misinterpreted or misunderstood by the respondents or that they may have the problem in comprehending exactly what the researcher is looking for (Johnson 1994 : 132; Madzivhandila 1992 : 111; and Legotlo 1996 : 28).

Influences from the above-paragraph seem to suggest the centrality and indispensability of the pilot-survey to the effectiveness and reliability of the questionnaire as an instrument for data collection. Van Niekerk (1987 : 98) supports the view in saying that a pilot study is an important measuring instrument specifically designed to pre-empt those mistakes that may feature predominantly in the main investigations. In a way, pre-testing exercise helps the researcher to become fully conscious of the important factors which he or she might ignore in the construction of the trial questionnaire from a sizable number of items from the literature study.

In this research project, it was pointed out (during the piloting exercise) that the aim of the pre-testing was to test the research tools rather than to collect information.

3.2.7 POPULATION AND SAMPLING FOR THE FINAL QUESTIONNAIRE

After the pilot study, the researcher employed the following strategies for data collection and sampling.

3.2.8 FINAL QUESTIONNAIRE

The final questionnaires were distributed as follows:

- * 58 questionnaires were administered to 58 circuit managers; and
- * 150 questionnaires were administered to 150 secondary school principals.

3.3 POPULATION

According to Cohen and Marion (1994 : 86) population is readily identifiable and given sufficient resources to be contacted. Molebaloa (1996 : 82) further argues that population is the group of interest to the investigator, the group to which he or she would like the results of the project to be generalized. In this instance, it means that the researcher is dealing with a sample of a population group of circuit managers. The fact that the population is comprised of old and new circuit managers serving in the new dispensation is a point very essential to the researcher. In this regard, the accessible population is 58 circuit managers.

In addition to the target population of 58 circuit managers, a random sample of secondary school principals was conducted with the view of comparing some of the views of the main population.

In other words, out of total (n=319) of secondary school principals, a random sample of n=150 principals was selected to participate in the study. The reasons for restricting the sample to secondary school principals were as follows:

The interaction between secondary school principals and circuit managers is expected to be of the highest level due to the fact that in the new dispensation both the circuit managers and the principals had to deal with the management of new education policies (cf.2.6.2); and

The North West Education Department consist of twelve educational districts and each district is made up of a average of ± 7 educational circuits. And, each and every educational district has ± 50 schools (i.e. primaries and secondary).

The following 58 educational circuits falling under the twelve districts formed the target population:

Table 3.1 The educational districts across the North West Province

ATAMELANG DISTRICT	BRITS DISTRICT	KLERKSDORP DISTRICT	LICHTENBURG DISTRICT
<ul style="list-style-type: none"> * Ganapan * Mooifontein * Madibogo * Mahunwana 	<ul style="list-style-type: none"> * Brits * Bapong-Bethanie * ■ Mmakau-Mothutlung * Klipgat * Garankuwa 1 * Garankuwa 2 ■ * Letlhabile 	<ul style="list-style-type: none"> * Wolmaranstad North * Wolmaranstad South * Klerksdorp North * Klerksdorp South * Klerksdorp East * Klerksdorp West ■ * Tigane * Stilfontein * Bloemhof 	<ul style="list-style-type: none"> * Lichtenburg * Itsoseng * Sannieshof * Ottosdal * Schweizer-Reneke * ■ Bodies
MABOPANE DISTRICT	MAFIKENG DISTRICT	MOTHIBISTAD DISTRICT	POTCHEFSTROOM DISTRICT
<ul style="list-style-type: none"> * Winterveldt North * Winterveldt Central * Mabopane * ■ Jericho East * Jericho West 	<ul style="list-style-type: none"> * Dithakong * Mmabatho * Botshabelo * ■ Makgobistadt * Stadt * Montshioa 	<ul style="list-style-type: none"> * Mothibistad East * Mothibistad West * Cassel * Loopeng 	<ul style="list-style-type: none"> * Potchefstroom East * Potchefstroom West * Potchefstroom North * Ventersdorp East * ■ Ventersdorp West * Koster
RUSTENBURG DISTRICT	TEMBA DISTRICT	VRYBURG DISTRICT	ZEERUST DISTRICT
<ul style="list-style-type: none"> * Rustenburg * Phokeng * Mogwase * ■ Mabeskraal * ■ Mantserre * Tsitsing 	<ul style="list-style-type: none"> * Makapanstad Central * Makapanstad West * Makapanstad North * Majaneng * Golaganang * Rekopantswe 	<ul style="list-style-type: none"> * Taung Central * Manthe * Pudumong * ■ Pampierstad * Vryburg 1 * ■ Vryburg 2 * Ganyesa * Morokweng * Reivillo 	<ul style="list-style-type: none"> * ■ Modimosana * ■ Madikwe * Nietverdiend * Lerato * Motswedi

Key ■ denotes circuit without circuit-managers.

3.3.1 RANDOM SAMPLING

In random sampling, each member of the identified population has an equal chance of being selected for the sample (Mulder 1989 : 57). For the purpose of this research project; a random sample of 150 secondary school principals across the 12 educational districts was employed. The idea was to ensure high probability of representation.

According to Mazivhondila (1992 : 121) random sampling is often necessitated because some populations are too large that all their subject cannot be observed or subjected to any level of treatment. Such situation requires that a representative and manageable group of subjects be randomly selected for scientific study. In order to ensure representation of secondary schools per circuits, a random sample was conducted. In this instance, school phase was the only stratification factor in selecting secondary school principals.

According to the 1998 Annual Report of the Department of Education (North West 1998) there were 2374 school principals i.e. (319 secondary, 107 combined schools, 1886 primaries, 10 Technical Colleges, 7 Colleges of Education and 45 special schools) in the North West at the end of 1998. This suggests that 319 secondary schools are spread across the twelve educational districts in the province.

A list of secondary school principals per district was compiled. Once this had been done, a random sampling was employed, within each district until each district had a fair representation of secondary schools. Finally, the 150 random sample of secondary school principals was selected to maximize the external validity of the results of the study. This group of secondary principals formed a correlation group.

A sample of 150 secondary school principals was used as a correlation or test group to check the views of the main population study. Table 3.3 indicates the distribution of school principals. Out of 150 principals selected on a random sampling basis, 94 respondents reacted to the request, thus showing a response of 62,7%.

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3.4 ADMINISTRATION OF THE QUESTIONNAIRE

This section is devoted to the logistical aspects of the administration part of the study. This also refers to the administration of the questionnaire.

3.4.1 REQUEST FOR PERMISSION

In the beginning, permission was obtained by the researcher from the Department of Education of North West to gain access to the records and the utilisation thereof. Access also entailed the permission to conduct a research study within the Department.

3.4.2 COVERING LETTER

The covering letter is a tool used to introduce the questionnaire to the respondents with the aim of getting their responses to the scheduled items. It gives the identified respondents direction in the completion of the questionnaires, details about the return dates, addresses or contact person and it guarantees anonymity (Johnson 1994 : 132; Borg and Gall, 1989 : 436, Cohen and Manion 1994 : 132).

A simple and short covering letter (appendix B and D) accompanied each and every questionnaire. The letter outlines the purpose of the study and also reassures the respondents that all the information given would be treated in the strict confidence and direct the respondents on how to return the completed questionnaire to the researcher. According to Guy et al (1987 : 235) the requirement of such a letter is that it should be short, simple, but covering almost all the details that a covering letter requires to cover. It should be neat and addressed specifically to the prospective respondents for instance "Dear Dr Mokoto" in this research study the researcher used the phrase "To whom it may concern" on the covering letter in addressing the respondents. This method of address is supported by Moses et al (1985 : 265) arguing that this method is easier since it can be printed uniformly on all questionnaires rather than be addressed individually afterwards.

In an attempt to satisfy the requirements of the covering letter, the researcher included all the vital information like the identity of the researcher, full address, contact numbers and the due date for the submission of the questionnaires. This is in line with the views of the researchers when they emphasize the necessity of stating the identity of the researchers (Johnson 1994) and Tuokman, 1994 : 242).

On the 30th of October 1998, the researcher requested the district managers to help in the distribution of questionnaires to both the 58 Circuit offices and the 150 selected secondary schools in their respective districts. The two sets of self-addressed and stamped envelopes had all the details necessary for mailing. For instance, the envelope containing the Circuit Managers questionnaire had the name of the contact person on the other side of the envelope. Finally, the respondents (Circuit Managers) were requested to submit the completed questionnaire on the 19th November 1998.

By the 19th November 1998, the Circuit-managers had already returned 40 questionnaires out of the 58 distributed to them. In an attempt to get the outstanding ones, written reminders and telephone calls were made to the contact person as follow-up. By the 10th of December 1998, the researcher had already received a total of 54 Circuit Managers questionnaires.

3.4.3 The circuit-managers response rate per district.

Questionnaires were hand-delivered to 58 Circuit Managers by the contact person at the district offices. Table 1.3.2 shows the response rate of the Circuit-Managers (respondents) per district.

Table 3.2 The circuit managers response rate per district

DISTRICTS	NO CIRCUIT MANAGERS	SENT OUT	RESPONSE RECEIVED BACK	RESPONSE
NO RESPONSE			4	6.8
ATAMELANG	4	4	4	100%
BRITS	7	7	6	85,7%
KLERKSDORP	9	9	9	100%
LICHTENBURG	6	6	5	83,3%
MABOPANE	4	4	4	100%
MAFIKENG	6	6	6	100%
MOTHIBISTAD	4	4	4	100%
POTCHEFSTROOM	6	6	6	100%
TEMBA	6	6	6	100%
VRYBURG	6	6	6	100%
RUSTENBURG	9	9	7	77,7%
ZEERUST	4	4	4	100%
	58	58	54	93,1

3.4.3 RESPONSE RATE PER DISTRICT FROM CIRCUIT-MANAGERS

From table 3.2 it is clear that the identified population (58) 93% returned questionnaires were usable. This is an excellent acceptable response rate in a hand-delivered questionnaire.

This good response rate demonstrates the importance and advantages of using contact persons. It further shows the privileged position of the researcher who conducts a research project in his/her employment situation. In this regard, the researcher fruitfully utilize the help of the contact person in the districts who happened to be his fellow colleagues. The other major advantage to the researcher was based on the fact that all the members of the population have contact fixed addresses and were within easy research.

3.4.4 Population Sample of Secondary School principals

In returning the completed questionnaires, selected secondary school principals (n=150) were requested to either hand-in to the contact person at the district offices or to mailed them directly to the given address since they were already self-addressed and pre-paid at the time of distributing them to principals via the Circuit-offices.

Out of 150 distributed questionnaires, (94) 62,7% of returned questionnaires were usable. This is an acceptable response rate in a postal survey (Landman, 1980 : 112). This good response rate indicates the importance of contact persons and self-addressed mail in conducting research in a situation where not all the participants have fixed postal addresses. In this instance, respondents far away from the post-offices handed-in their completed questionnaires through both the district office.

The secondary schools located in urban centres had the highest response rate of 51,1% of the total secondary school principals selected in this study project, for example, Brits had a response rate of 81,1%. This could be ascribed to the close proximity of urban secondary schools to both the district-offices and the post-offices. Furthermore, the secondary school principals are assumed to be better informed since all secondary school principals should have a University degree in accordance with the departmental policy (Department of Education : 1997 : 46). Therefore, a good response seems to suggest the importance of returning questionnaires on the part of the secondary school principals.

The target group for the empirical study included all the secondary school principals in the twelve (12) education district comprising seventy-six circuits in the North West Province of the Republic of South Africa. The breakdown of the comparison group is as follows (table 3.3).

Table 3.3 : Population and Sample

PROVINCE	DISTRICTS	POPULATION (IN PRINCIPALS)	SENT OUT	RECEIVED BACK f	RESPONSE %
North West	Atamelang	13	6	3	50.0%
	Brits	30	11	9	81.8%
	Klerksdorp	38	20	14	70.0%
	Lichtenburg	21	10	6	60.0%
	Mabopane	22	9	5	55.5%
	Mafikeng	29	16	12	75.0%
	Mothibistad	17	8	3	37.5%
	Potchefstroom	25	14	11	78.5%
	Rustenburg	45	21	15	71.4%
	Temba	29	11	5	45.5%
	Vryburg	27	13	6	46.2%
	Zeerust	36	11	5	45.5%
TOTAL	12	319	150	94	62.7%

From table 3.3 districts which are very rural showed a responsive rate of below 55%. Atamelang, Temba and Vryburg had 50%, 45% and 46% respectively. The most rural district, i.e. Mothibistad had the lowest response rate of 37%.

3.5 STATISTICAL TECHNIQUES

3.5.1 Descriptive data:



A Computer-aided statistical analysis was applied. The University of the North-West statistical section helped in the compilation of the result of the study. The first stage in the analysis was to compute distributive information for each group of the respondents in the study, i.e. both the

identified population of circuit-managers and the secondary school principals. The computer data include statistics like frequency distribution, mean (mean) and variability (standard deviation).

3.5.2 Quantitative data

To determine the practical significance and the statistical significance between the sample means, the effect size was computed respectively.

Effect size is a determinant of statistical power. Effect size is the difference of magnitude or relationship in the sample population (Borg and Gall, 1989 : 5). In this study, the effect size measures the difference in views between the circuit-managers and the secondary school principals. The effect size is discussed in chapter 4 of this study.

3.6 SUMMARY

In short, the hand-delivered questionnaire was employed as the main instrument in the collection of data because of its advantages (cf. 3.2.1). Both the descriptive and inferential statistics with the help of the statistic section of UNIWEST were employed to verify the roles and challenges for the circuit-managers.

CHAPTER 4

DATA ANALYSIS AND INTERPRETATION

4.1.1 INTRODUCTION

This chapter reports on the results of the empirical investigation conducted to determine the role of circuit managers in the implementation of transformation policies and the views of the respondents on the skills and strategies needed for effective policy implementation. The quantitative and qualitative data collected through the enquiry are summarised, analysed and discussed.

4.1.2 BIOGRAPHICAL AND DEMOGRAPHIC DATA

Table 4.1 was drawn to gain an understanding of the personal backgrounds of the respondents as well as the demographic characteristics of the principals and circuit managers. Such type of information enables us to know the profile of the managers. The profile helps us to gain an understanding of who circuit managers and the secondary school principals are.

4.1.3. AGE OF THE RESPONDENTS

The subject reported their different ages by selecting one of the eight age groups. From table 4.1 it is noted that only 1 (1,9%) of the respondents (circuit managers) was between 30 -34 years old and 27 (50%) were between 40 - 49 years old 15 (27,1%) of circuit-managers and between 50 and 59 years. The table shows that only 3 (4.8%) of both circuit-managers and principal fall in the category of between 60 and above.

According to the Department, Annual Report (1996 : 14), 14.8% of the circuit managers falling between 35 - 39 years were appointed at the beginning of the new dispensation. A look at the age profile of circuit managers shows that between 50 and above 60 years means that within the next decade or half decade, 32% of circuit managers will have left the services. The eminent retirement

of these managers could affect the sustainability of policy implementation and monitoring of the effectiveness of policy.

In the case of secondary school principals as noted in table 4.1, 17 (18,1%) of the respondents were between 35 - 39 years old and 36 (38.3%) between 40 - 49 years old. The implication is that within a decade 38% of secondary school principals would be managed by experienced principals.

4.1.4 SEX OF THE RESPONDENTS

Of the total circuit managers (54%), 46 (85,2%) were male and only 8 (14.8%) were females. These data demonstrated the urgent need of implementing affirmative action and gender equity policy (White Paper, RSA 1996 : 28). The implementation of these policies would go a long way in ensuring female representation in managerial positions. Furthermore, the 85.2% of male respondents as circuit managers can be ascribed to past-discriminatory actions and cultural factors. In the past, to be a male was a factor for one to become a secondary school principal.

According to a communication by Mr I Motsilanyane (1997) in order for one to become a circuit-manager in the new education department, one has to have a principalship experience. Despite this stated policy, table 4.1 indicates that three educators were appointed to position of circuit-management without any managerial experience. This suggest review of the departmental policy.

Furthermore, the 8 (14.8%) of woman circuit managers in the Department of Education can be ascribed to many factors which hampered the movement of woman in managerial positions. This view is confirmed by Grey van Stein (1989 : 32) in noting that lack of the necessary experience in educational management posts and existing discrimination towards women in the educational profession are the two factors encountered by many respondents as barriers. The low representation of women in key managerial positions as revealed by table 4.1 supports the problem of female under-representation in key managerial positions as highlighted by researchers like (Legotlo 1994 : 176, Teleki 1994 : 98-99, Mannathoko 1998 : 16).

The vast difference between the number of male and female in managerial positions is further revealed by table 4.1 capturing the principals' data. It is reflected that out of the total of 94 (62,6%) respondents, 59 (62,7%) represented male principals and 35, (37,2%) female secondary school principals.

Since a body of literature shows past discrimination against women in key managerial positions as a problem, it can be inferred and argued that gender issues seem to be part and parcel of all aspects of organizing and managing in both public and private organizations. Therefore policy developers and implementers have a critical role to play in gender equity and the status of women in positions of responsibility. This is essential since there are gender discrimination to policies, composition of staff, recruitment procedures, mentoring of new recruits and career "paths" (National Unesco's Annual Report (1998 : 46).

Table 4.1 : Biographical data of the respondents

QUESTION	VARIABLE	GROUP 1 (Circuit-manager)		GROUP 2 (Principal)	
		F	%	F	%
AGE	Below 30	1	1.9	1	1.1
	30-34	1	1.9	3	3.1
	35-39	8	14.8	37	39.3
	40-44	12	22.2	24	25.5
	45-49	15	27.8	14	14.9
	50-54	11	20.3	11	11.7
	55-59	4	7.4	3	3.2
	60 and above	2	3.7	1	1.1
	TOTAL	54	100	94	100
	SEX	Male	46	85.2	59
Female		8	14.8	35	37.2
TOTAL		54	100	94	100
QUALIFICATIONS	Std 7 + 2 years Diploma	2	3.7	5	5.3
	Std 10 + 3 years	1	1.9	4	4.3
	Std 10 + 4 years	4	7.4	7	7.4
	Std 10 + Degree	13	24.0	9	9.6
	Honours Degree	30	55.5	26	27.7
	Masters Degree	3	5.6	35	37.2
	Doctorate	1	1.9	6	6.4
	Others	0	0	2	2.1
	TOTAL	54	100	94	100
EXPERIENCE IN PRESENT POSITION	0-4 years	27	50	51	54.3
	4-6 years	9	16.7	22	23.4
	7-9 years	8	14.8	16	17.0
	10 years plus	10	18.5	5	5.3
	TOTAL	54	100	94	100

POSITION (EXPERIENCE) BEFORE	Educator	3	5.6		
	Lecturer	2	3.7		
	H.O.D.	2	3.7	9	9.5
	Deputy Principal	4	7.4	83	88.3
	Principal	36	66.7	1	1.1
	Subject Advisor	4	7.4	1	1.1
	School Inspector	3	5.5		
	TOTAL	54	100	94	100
SETTLEMENT	Rural	34	63.0	38	40,4
	Urban	20	37.0	56	59.6
	TOTAL	54	100	94	100

For the successful implementation of equity policy like the Employment Equity Act and other related policies, the increased representation of women in key managerial positions is critical. This would go a long way in addressing the imbalances of the past, and at the same time ensuring that woman have the same rights as men since they are human. The recognition of this fact would go a long way in promoting the Bill of human rights as enshrined in the Constitution of South Africa (Act 108 of 1996 : 6).

4.1.5 HIGHEST ACADEMIC AND PROFESSIONAL QUALIFICATIONS

The highest academic and professional qualification of the respondents is an important factor in the capacity building of circuit managers and effective policy implementation. The respondents were asked to report their highest academic and professional qualifications. In this regard, table 4.1 shows that 13 (24,1%) of the respondents had first degrees as qualification. While 30 (55.6) of circuit managers have senior degrees and only 3 (5,6%) have Masters' degree as the highest qualification. And a few 7 (13%) have standard 10 and a Diploma as the highest qualifications. The highest qualification possessed by Circuit Managers is an impressive picture which can assist in policy implementation.

It is further noted that table 4.1 revealed the following 26 (27,7%) of secondary school principals have senior degrees, 9 (9,6%) Standard 10 and degrees, and 7 (7,4%) have Standard 10 plus 4-year diplomas which is equivalent to B Ed degrees. This is a great improvement in the highest qualifications of the principals, since 1994 where Legotlo (1994 : 254) found that 84 (21,3%) principals had university degrees (1994: 180-187). This suggests that out of 94 respondents in this study (table 4.1), 83 (88,2%) had qualifications above standard 10. This trend is worth noting since issues like qualifications is an important variable as far as training, selection and development is concerned. The 7 (13%) circuit-managers with only standard 10 and Diploma appear not to be a fair position since these managers are expected to supervise principals of schools. Some of the principals appear to be better qualified than their supervisors.

4.1.6 EXPERIENCE IN PRESENT POSITION

As revealed by empirical investigation (table 4.1) the response to question 4 and 5 in section A indicates that 27 (50%) of the circuit managers have been in their posts for less than 4 - 6 years. While 9 (16,7%) have between 4 - 6 years experience and 8 (14,8%) have experience between 7 - 9 years 10 (18,5%) have experience of more than 10 years.

Table 4.1 further revealed that out of 94 secondary principals 51 (54,3%) have experience of less than 4 years, 22 (23,4%) have between 4 - 6 years and 16 (17,0%) have between 7 - 9 years and only 5 (3,2%) have more than 10 years experience. Managerial experience can be viewed as an important variable in the effective implementation of new policies. In both cases almost half of the respondents had less than five years experience in their position. This suggest the need for support for them in policy implementators.

4.1.7 POSITION OCCUPIED BEFORE BECOMING PRINCIPAL / CIRCUIT MANAGER

From table 4.1 it can be deduced that most of the circuit managers 36 (66,7%) were principals of schools before. However, there were 2 (3,7%) who were lecturers and 4 (7,4%) who were deputy principals before being appointed as circuit managers.

From the table, it can further be inferred that most of the principals 83 (88,3%) were deputy principals before. Only 9 (9,6%) and 1 (1,1%) were H.O.D. and subject advisors respectively. The high percentages of principals and deputy principals before occupying the posts of circuit managers and principalship respectively falls very much in line with recruitment and selection policies of the Department of Education in the North West.

4.1.8 SETTLEMENT TYPE / LOCATION

According to table 4.1 34 (63%) of circuit offices were based in rural areas while (19) (35,2%) were operating from urban areas. On the other side (40,4%) principals, (38) were based in rural areas and 59,5% (56) of the principals were urban based.

4.1.9 THE SIZE OF THE DISTRICT

Table 4.1.10 gives a picture on the total number of schools, number of secondary schools, primary schools, educators and learners per district. The statistical data given by the respondents more or less corresponded with the ones in the possession of the EMIS (Education Management Information System) section in the Department of Education.

Table 4.1.10 The Size of Districts

NO	DISTRICT	A	B	C	D	E
7.1	Atamelang	129	41	88	1545	48 901
7.2	Brits	152	49	103	2457	75 819
7.3	Klerksdorp	132	59	73	3010	111 686
7.4	Lichtenburg	225	40	185	2226	71 879
7.5	Mabopane	125	48	77	2374	70 504
7.6	Mafikeng	154	58	96	2737	70 225
7.7	Mothibistad	194	61	133	1787	53 267
7.8	Potchefstroom	185	44	137	1856	60 330
7.9	Rustenburg	265	94	170	3801	111 681
7.10	Temba	174	72	102	2826	92 396
7.11	Vryburg	299	85	214	3414	111 653
7.12	Zeerust	212	76	136	2821	35 142
	TOTAL	2245	737	1514	30 854	913 483

Key : The 1998 statistics showing the size of the circuit/district:

A - Total number of schools C - Number of Primary Schools

B - Number of Secondary Schools D - Number of Educators

E - Number of Learners.

Furthermore the purpose of the question was to determine whether an increase in the number of schools, learners and educators correspond proportionally with an increase in the number of circuit managers. From the departmental records, it was discovered that by the 31st December 1998, out of the present number of 58 circuit managers, 5 (8,3%) were due for retirement, 4 (6,6%) had asked for voluntary severance package and 1 (1.6%) had resigned (Annual Report 1998 : 8).

From the given information, it can be inferred that the departure of a total number of 10 (16.6%) can result in ten circuits across the province operating without circuit managers. The prevalent of such a situation may negatively affect the implementation of new policies in the school system and seriously affect communication between schools and district offices.

4.2 CHALLENGES FACING CIRCUIT MANAGERS IN POLICY IMPLEMENTATION

Table 4.2 was drawn with the main purpose of gathering data pertaining to the availability and non-availability of both human and material resources at circuit office level. Factors like resources relationships and support are view as essential to effective policy implementation.

Table 4.2 Availability of Resources At the Circuit Office

ITEM		YES		NO	
		F	%	F	%
8.1	As a circuit manager, do you have enough support staff?	12	22.2	42	77.8
8.2	Do you have a fax machine in your office?	20	37.0	34	63.0
8.3	Is there a telephone line in your office?	38	70.4	60	29.6
8.4	Are there enough vehicles in your office?	14	25.9	40	74.1
8.5	Do you have a secretary in your office?	37	68.3	17	31.5
8.6	Do you have enough photocopy papers to issues circulars to schools?	23	42.6	31	57.4

4.2.1 Availability of resources at the circuit office

From table 4.2 the following factors are revealed : 42 (77,8%) of the circuit managers do not have support staff and 63,0% do not have fax machines at all, while 68% of circuit managers have secretary(ies) in their offices and more than 38 (70,4%) of the circuit offices have telephone lines. Of interest is that out of 54 circuit managers, 31 (57,4%) do not have photocopy papers to communicate with schools regularly. The table further revealed that 40 (74,1%) of the circuit managers do not have vehicles for their official works. Research studies around policy implementation have revealed the critical importance of both material and human resources

(cf.2.4.1,2,5.3,2.5.4.3, and 2.5.4.4). The shortages of resources in the circuit as reflected by table 4.3 can affect the effective implementation of policy.

The implication that can be drawn from table 4.3 is that circuit-managers in the North West Province are expected to implement new policies without sufficient resources, i.e. both human and material. For instance, the shortage of vehicle in the circuit office can reduce the circuit - managers accessibility to rural schools. This factor affects the implementation of new policies in the school. It can therefore be inferred that the shortage of resources at the implementation level suggests lack of support given to circuit - managers.

4.2.2 Building relationship and support

According to literature survey one of the key factors in policy implementation is the type of relationship and support between the leadership and stakeholders (cf. 2.6.3.1).

Mutual support and relationship between stakeholders facilitate policy implementation. Table 4.4 attempts to gather data on relationship from respondents on a four point scale ranging from very important, important, less important and not important.

Table 4.2.1 Building relationship and support

ITEM NO	ITEM	CIRCUIT MANAGER		PRINCIPALS		d-VALUE
		MEAN SCORE	SD	MEAN SCORE	SD	
B 7.1	Building relationship between principal and educator	3.64	0.72	3.78	0.50	0.025
B 7.2	Building mutual respect between principals and communities	3.41	0.91	3.87	0.34	0.115
B 7.3	Building a sense of trust and respect between principals and educator unions	3.47	0.81	3.72	0.60	0.063
B 7.4	Be seen as impartial by stakeholders	3.29	0,96	3.65	0.70	0.09
B 7.5	To be respected as an education manager by stakeholders	3.32	0.86	3.67	0.50	-0.0876
B 7.6	To be regarded as a mentor by principals	3.09	0,50	3.70	0.50	0.153

From the table 4.2.1, the following empirical data is reflected. Mean score ratings for each item on the critical importance from the viewpoints of both principals and circuits managers have been computed. To gain an understanding of how the two groups view the importance of relationships and acceptance between the circuit manager and stakeholders like educators, unions and communities, the mean scores of both principals and circuit managers were rated in separate columns in table 4.5. Items with mean scores of above 2.80 are regarded as essential / critical for the circuit managers. The higher the mean score, reflects the importance of the item to the subjects. Table 4.2.1 shows an overall picture of the mean scores and ratings of the two set of subjects.

Because all items in table 4.2.1 are rated above 2.80 all items are briefly discussed below.

Item B7.1 To build relationship between principals and educators. The principals rated this item the highest (with a mean score of 3.64 while circuit managers had rated it number two with a mean score of 3.78). However, despite the difference in ranking, both groups appear to appreciate the importance of cordial relationship between principals and educators.

Item B7.2 Building mutual respect between principals and communities. Principals ranked it third (3) with a mean score of 3.41, while circuit manager ranked it one with a mean score of 3.87. It can be inferred that circuit managers appear to appreciate the cordial relationship between principals and the communities they serve. Despite different rankings attached to the item, it is believed that both the principals and circuit managers appeared to agree on the importance of stakeholder relationship. Hence a large number (frequency) of principals 44 (81%) and circuit managers 47 (87%) answered positively to this question item. Of particular interest, the importance of partnership between schools and communities is shared by researchers. These findings supported what emerged from literature review about the critical competencies for the transformation leader, chaptered (cf. 2.6.3.1).

Item B7.3 Building a sense of trust and respect between principals and educators' unions. It is ranked second with mean score (3.47) by principals and three with mean score of (3.72) by circuit managers. The reason why this item is rated highly by the two groups of respondents suggest the importance of partnership and collaboration between the policy implementers and teacher unions, in order to facilitate effective implementation.

Item B7.6 To be regarded as a mentor. It is worth noting that principals ranked it fourth and rated the item lowly with a mean score of 3.09 while circuit managers ranked fourth with a mean score of 3.70 as reflected in table 4.4 Implications are that principals may not be aware of the importance of mentoring or they may not be aware of the critical roles supposed to be played by circuit managers. The higher mean score rating pertaining to the importance of mutual relationship and acceptance of circuit manager can be viewed as an important element towards formulating strategies for effective policy implementation. A further look at table 4.4 indicates different ranking of items by both the circuit-managers and principals. For example circuit-managers had rated relationship between principals and educator first while principals have rated second. However, the difference is not much. The mentoring role or facilitating is reflected in chapter 2 as one of the critical competencies for facilitating affective change (cf. 2.6.3.1).

4.2.3 **The essential knowledge needed for effective policy implementation**

The purpose of this section is to determine empirically the kind of knowledge and expertise needed by circuit-managers for effective policy implementation. In order to gain a picture of the repertoire of expertise needed by circuit managers, with specific reference to transformation policies, all respondents were requested to indicate their views on the degree of importance of each essential expertise on a four-point scale, ranging from not important (1), less important (2), important (3), and very important (4).

However, for the purpose of easy analysis, the mean score ratings of both sets of respondents were considered to be crucial. In this instance, high mean scores above 2.80 were considered to be critical working figures. That means, the higher the mean score on an item, the higher the frequency of use by circuit managers. Additional to table 4.2.3.1(a) further discussion is done in table 4.2.3.1(b). In order words, the tables reflect the mean scores of both groups in ranking orders of 1 to 6 (table 4.5.1).

Table 4.2.3.1 (a): Mean score rating of the essential knowledge for effective policy implementation

ITEM	ITEM	CIRCUIT MANAGER		PRINCIPAL		d-Value
		Mean Score	SD	Mean Score	SD	
8.1	Confidence in interpreting policies	3.91	0.29	3.49	0.60	0.105
8.2	Empowered to take policy decisions	3.81	0.44	3.19	0.85	0.155
8.3	Expected to do more with less resources	2.80	0.79	2.90	0.93	0.025
8.4	Expected to implement new policies without training	2.44	1.00	2.24	1.04	0.05
8.5	Understanding the objective of certain policy decisions (i.e. free and compulsory)	3.46	0.84	3.37	0.82	0.0225
8.6	Separating labour matters from management issues	3.50	0.81	3.03	0.90	0.0325

Mean score ratings of essential knowledge

ItemB8.1 Confidence in interpreting policy

As reflected from table 4.5., the highest rating of circuit managers the item.

Confidence in interpreting policies with a mean score of 3.91 demonstrate knowledge of the policy. Furthermore, the principals had also rated the item with a mean score of 3.49. It is believed that both the principals and circuit managers are conscious of the importance of confidence in oneself in interacting debating and facilitating policies. It can be inferred that confidence goes hand in hand with knowledge. Cartwright et al. (1998 : 171) view confidence as an aspect that allows one to act assertively.

Item B8.2 Empowered to take policy decisions.

On the part of the circuit managers, the second item rated highly with a mean score of 3.81 is “Empowered to take policy decisions”. However, principals rated the item with a mean score of 3.19. In this instance, the two groups viewed the same item differently. However, the difference between the views of two groups of respondents is not huge (cf.2.10.1). The low rating of the item by the principals can be ascribed to many factors, perhaps lack of delegation of authority to principals to issues like learners suspension may be one of the factors that made them to underestimate the importance of empowerment. The issue of training or support to policy implementers is perhaps properly captured in chapter 2 (cf. 2.5.4.4).

Item B8.6 “Separating labour matters from management issues”.

This item was rated with a mean score of 3.50 by circuit managers while principals gave it a mean score of 3.03. In this instance, it is believed that circuit managers viewed their dealing with labour matters problematic. The difference between purely labour matters and management matters appear to be problematic. According to Departmental circular No 6 of (1996 :6) unions often insist on negotiating matters which have already been enacted, for example, in the issue like the transfer of educators or departmental officials. In terms of the Employment Educators Act, the matter lies between the individual and the Department of Education. This places the matter within the confine of

management and not the labour terrain. This confusion can be ascribed to lack of common understanding to implementation and policy development.

Table 4.2.3.1(b) Mean score ranking order of both principals and circuit-managers' expertise in policy implementation

ITEM		1		2	
		MEAN SCORE	RANKS	MEAN SCORE	RANKS
8.1	Confidence in interpreting policies	3.90	1	3.49	1
8.2	Empowered to take policy decisions	3.81	2	3.37	2
8.6	Separating labour matters from management issues	3.50	3	3.19	3
8.5	Understanding the objective of certain policy decisions (i.e free and compulsory education)	3.46	4	3.03	4
8.3	Expected to do more with less resources	2.80	5	2.90	5
8.4	Expected to implement new policies without training	2.44	6	2.24	6

Key 1 = Circuit manager.
2 = Principals

As shown by table 4.2.3.1(b) there are only three items ranked in the same order, by both groups of respondents. These are as follows:

- 8.1. Confidence in interpreting policies (3.90 and 3.49).
- 8.6 Expected to do more with less resources (2.80 and 2.90)
- 8.3 Expected to implement new policies without training. (2.44 and 2.24).

This implies that the respondents agreed on the item. The rest of the items are ranked differently by the two groups of the respondents (table 4.2.3.1(a)). From the table 4.2.3.1(b) it is interesting

to realise that circuit-managers, and principals had given 8.6 (separating labour matters from management issues) the same ranking. This appears to confirm opinions that say, dealing with labour matter is a challenge to management. Furthermore literature review indicated that circuit-managers had not been trained in labour relations matter (cf.2.9).

4.3 MEAN SCORE RATING OF THE IMPLEMENTATION STRATEGIES

The purpose of these set of questions was to determine the type of approaches and strategies adopted by circuit managers during policy implementation and monitoring. Respondents were asked to identify responses which best depict their views ranging from strongly disagree to strongly agree. Only items with a mean score above 2.80 are briefly discussed starting with the one with the highest mean score.

Table 4.3.1.1 The Principals views on the strategies adopted by Circuit-managers for Policy Implementation

NO	ITEM	INTENSITY OF RESPONSE								MEAN SCORE	STD DEVIATION
		1		2		3		4			
		F	%	F	%	F	%	F	%		
9.1	During meetings circuit manager always tell us how to implement policies	19	20.2	16	17.0	45	47.9	14	14.9	2.94	60
9.2	He/She displays knowledge and expertise on implementation strategies for policies	3	3.2	17	18.1	54	57.4	20	21.3	2.97	73
9.3	He/she has adapted well as a facilitator of change in the new Department	2	2.1	11	11.7	44	46.8	37	39.4	3.23	74
9.4	Circuit manager always stresses the importance of stakeholders	1	1.1	3	3.2	38	40.4	52	55.3	3.21	75
9.5	Circuit manager always ask us how to implement new policies	10	10.6	38	40.4	28	29.8	17	18.1	2.53	95
9.6	He/she always shows flexible approach in policy implementation	1	1.1	19	20.2	47	50.0	26	27.7	3.02	79
9.7	He/she always tells us exactly how to introduced the policies	5	5.3	30	31.9	43	45.7	15	1.6	2.70	84

Key : 1 disagree strongly 3 agree
2 disagree 4 agree strongly



Item 9.3 He/she has adapted well as a facilitator of change in the Department $\bar{x} = 3,23$. With a mean score of 3.23. principals agreed positively with the statement, meaning that circuit managers have adapted well as facilitators of change.

- Item 9.4* *Circuit managers always stressed the importance of stakeholders* $\bar{x} = 3,23$. With reference to the principals, mean score of 3.21 shared common opinion on the need to stress the importance of stakeholders. This common view is supported by recent research studies on the holistic view of management which takes into account both the internal and external factors of an organization since institutions operate within a particular environment (cf. 2.2.2). Therefore the importance of partnership between management and stakeholders is critical to policy implementation. Literature review in chapter 2 of this study agrees with the view (cf. 2.6.4).
- Item 9.6* *He/she always shows us a flexible approach in policy implementation* $\bar{x} = 3,02$. Principals responses with mean score of 3.02 held common views on the demonstration of a flexible approach by circuit managers in policy implementation. This suggests that circuit managers more or less are democratic, caring and understanding during the implementation process. This contradicts the view that says school inspectors are bureaucratic, authoritative and untransparent Audit phase II (1999 : 44). However, this statement depicted a situation in the old dispensation in South Africa. Research studies in the position and the role of the Inspectorate is properly captured of chapter 2 of this study (cf. 2.9).
- Item 9.1* *During meetings circuit managers always tell us how to implement policies* $\bar{x} = 2,53$. The telling approach may imply that the facilitation of the circuit-managers is not democratic since the manager tells people instead of sharing information.
- Item 9.2* *He/she displays knowledge and expertise on implementation strategies for policies*. It is worth noting that the two items have been scored lowly with a mean score 2.94 and 2.97 respectively. The low rating of this item by

the respondents can be ascribed to factors pertaining to policy analysis and implementation strategies as reflected by chapter 2 of this study (cf. 2.41, 2.5.4.4).

The rating of circuit-managers suggest some element of success in the facilitation of policy implementation. It can therefore be inferred that the facilitation skills of circuit-managers in policy implementation is not necessarily bad, from the point of view of circuit-managers. The required skills on the part of change manager as change agent is perhaps well captured by Hoyle (1989 : 25) in chapter 2 of this study (cf. 2.6.3).

4.3.1 The views of principals on the extent of success in policy implementation

On a four point scale ranging from successful, very successful, less successful and not successful, table 4.3.2 attempts to gather views from principals on the success of circuit managers in policy implementation.

Table 4.3.1.2 Views of principals on the success of circuit managers in implementing policies

ITEM		MAGNITUDE OF SUCCESS								
		1		2		3		4		Mean
		f	%	f	%	f	%	f	%	Score
10.1	Involving school principals in the decision making process	7	7.4	23	24.5	2	66	1	1.1	2.61
10.2	In providing information on new development and policies on regular basis	7	5.3	21	22.3	65	69.1	1	1.1	2.62
10.3	In the implementation of the new Act (e.g. SASA 1996).	5	14.9	24	25.5	64	68.1	1	1.1	2.63
10.4	In maintaining labour peace and discipline in the schools	14	8.5	30	31.9	49	52.1	1	1.1	2.38
10.5	In developing a positive professional support to schools	8	16.0	22	23.4	63	67.0	1	1.1	2.59
10.6	In monitoring the effectiveness of the school regularly	15		32	34.0	46	48.9	1	1.1	2.33

From table 4.3.1.2 it is interesting to discover that in all the items, only 1.1% of the respondents observed principals as very successful in policy implementation. The low percentage of the success rate in policy implementation can be ascribed to the need to look further on issues such as training, researching and support to policy implementation. This assumption and opinion is supported by literature review as captured in chapter 2 of this study which stresses the effective management of policy and criteria for effective implementation (cf. 2.5.2, 2.5.3).

The low mean score rating of the performance of the circuit- managers, in labour matters suggests further training. The principals had rated the success of the circuit managers per item differently, percentage wise. Out of six items the only items rated above the mean score of 2,80 are discussed, in descending order.

Item 10.3 The mean score rating of the success rate of circuit managers in policy implementation. In the implementation of the new Act (i.e. SASA 1996), 68.1% of principals believed that circuit managers were successful, 25.5% (24) believed that they were less successful and 5.3% (5) believed that they were not successful at all. It is worth noting that only 1.1% (1) of principals observed circuit managers as very successful in the implementation of South African Schools Act. This suggest that the South African School Act was successfully implemented.

The higher levels of the success in implementation of Act no 76 of 1996, i.e. South African Schools Act can be ascribed to many factors. According to the North West Education Department, from 1997, the Danish government sponsored the Education Department to the tune of R9,2 million for the training of district and circuit managers in the following spheres : school governance; Education Management Development and Education Management Information System. It is therefore safe to infer that the successful implementation of the School Act was a result of the training received by circuit managers. This opinion is supported by literature review as captured in chapter 2 of this study (cf. 2.5.4.4.2).

Item 10.2 *In providing information of new development and policies on regular basis.* In this instance 69,1% (65) believed that circuit managers were successful in providing information on new policies while 7.4% (7) rated them as not successful at all.

Item 10.1 Involving school principals in the decision making process. In this regard 66% of the principals believed that circuit managers were successful, 24.5% (23) observed that they were less successful in establishing a democratic approach to the decision making process only 7.4% believed that circuit managers were not successful at all.

Item 10.4 In maintaining labour peace and discipline in the schools, it is worth noting that principals had rated the performance of circuit managers lowly in this regard. 14.9% (14) rated them as not successful, 31.9% (30) as successful. The collapsing of 1 and 2 would suggest that 46.8% (44) of the circuit managers appeared not to be doing well in maintaining labour peace and discipline in schools. This low rating is confirmed by Audit phase II (1999 : 42) in arguing that school inspectors (circuit managers) were not trained in labour relation matters.

The lower rating of important issues like item 10.5 in developing a positive professional support to school with a mean score of 2.59, and item 10.6 in monitoring the effectiveness of the school regularly, can be viewed as a missing dimension to the core duties and functions of circuit managers. Besides, policy implementation literature review in both developed and developing countries locate the monitoring and supportive roles of the Inspectorate to the field of Quality Assurance (cf. 2.7.1, 2.7.2, 2.7.3). It can be further inferred that during the period of transformation, circuit managers may lead in the implementation of new policies. However, after the institutionalisation of transformation, the circuit-managers have to engage in the monitoring and evaluation of the effectiveness of the system so as to assure quality education (cf. 2.17).

4.3.2 Mean score rating of essential knowledge needed for effective implementation

The purpose of the question items is to gather views of circuit managers on essential knowledge or analytical skills needed to facilitate effective policy implementation.

Furthermore, the question items were also intended to elicit deep understanding of policy process and key aspects necessary for effective implementation.

Among others, these refer to aspects like a linkage between policy theory and practice, demands placed on resources by new policies and the need and the importance of planning for implementation. The understanding of the policy vision is also crucial for effective implementation.

TABLE 4.3.2.1 SOME ESSENTIAL KNOWLEDGE NEEDED FOR EFFECTIVE POLICY IMPLEMENTATION BY CIRCUIT-MANAGERS

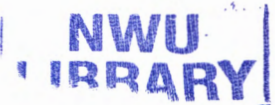
ITEM		1		2		3		4		MEAN SCORE	STD DEVIATION
		F	%	F	%	F	%	F	%		
9.1	Democratic policies will always demand democratic approach	1	1.9	5	9.3	30	55.6	18	33	3.20	68
9.2	Implementation of policies is as equally important as policy development (in terms of time and money)			1	1.9	21	38.9	32	59.3	3.57	54
9.3	Adequate understanding and planning is needed to ensure effective implementation			4	7.4	10	18.5	40	74.1	3.67	61
9.4	The views of the clients/stakeholders are not critical towards successful policy implementation	14	25.9	16	29.6	13	24.1	11	20.4	2.4	61
9.5	New policies would more or less need appropriate structures, skills and resources	2	3.7	3	5.6	23	42.6	26	48.1	3.35	71
9.6	Giving managers authority and resources can enhance effective policy implementation	1	1.9	1	1.9	11	20.4	41	75.9	3.70	50
9.7	The test of policies lies in its implementation	1	1.9	1	1.9	9	16.7	43	79.6	3.74	59

Keys 1= disagree 2 = disagree strongly 3 = agree 4 = agree strongly

Item 9.2 Implementation of policies is as equally important as development (i.e. in terms of time and money). Circuit managers with a mean score of 3.57 responded positively to the statements. They strongly agreed with the question statement. The positive response is supported by literature review as reflected in (cf. 2.73). Furthermore, research studies in policy implementation is calling for the need to bridge a gap between policy developers and policy implementers (Brooksbank and Anderson, 1998 : 45 -46).

Items 9.3 Adequate understanding and planning is needed to ensure effective implementation. Respondents with a mean score of 3.67 positively agreed with the statement that emphasis be put on understanding and planning. The implication of this, is that such steps can go a long way in ensuring effective implementation. Research studies into effective management of implementation and criteria for effective implementation support this view (cf.2.5.3).

Item 9.4 The views of clients/stakeholders are not critical towards successful policy implementation $\bar{x} = 2.41$. The mean score in this item was low which may suggest either lack of understanding of partnership in policy implementation or inability to contextualise policy implementation. Literature given emphasise the importance of this partnership (cf.2.6.3.1).



Item 9.5 New policies would more or less need appropriate structure, skills and resources. A response rate with a mean score of 3.35 was given to the items. This suggest that the majority of the circuit managers agreed with the statement that identifies the need to set-up appropriate structure, deploy the necessary resources and identify relevant skills. This analytical sense from the respondents which calls for the deployment of key resources and appropriate in order to implement new policies, falls very much within the scope of policy analysis. This view is further strengthened by literature review that identified

resources and good organisational structure as important factors to ensure successful implementation (cf.2.5.2).

Item 9.6 Giving managers authority and resources can enhance effective policy implementation. It is worth noting that a mean score of 3.70 was recorded for this item. This high mean score suggests that the majority of the respondents agreed with the importance of giving management authority and resources in order to enhance effective implementation of policy. The need to empower management to take decision is supported by researchers like Burnes (1996 : 344) and Halls (1986 : 102).

Item 9.7 The test of policies lies in its implementation. This item was scored highly with a mean score of 3.74. This implies that the majority of respondents strongly agreed. According to Downey (1988 : 96) the test of the pudding is in the eating. This suggests that the success of a good policy is judged by its successful implementation. The majority view of the respondents on the relationship between policy development and implementation falls very much in line with literature review on chapter 2 of this study (cf.2.5.9).

4.3.3 Frequency ratings of the views of principals on the kind of capacity and support needed by circuit managers in policy implementation

The purpose of the question was to determine empirically what capacity exists on the part of circuit managers with particular reference to their knowledge of labour relation matters. Furthermore, the questions were intended to determine the kind of support circuit managers received from top management.

Table 4.3.3.1 THE VIEWS OF PRINCIPALS ON THE KIND OF CAPACITY AND SUPPORT NEEDED BY CIRCUIT MANAGERS IN THE IMPLEMENTATION OF POLICY

NO	TRUE/FALSE RESPONSE ON THE COMPETENCY OF CIRCUIT MANAGERS	FALSE	%
		94	100
11.1	True : Circuit Managers are better informed on new labour policies than teachers' unions	38	40.4
	False: Circuit Managers are better informed on new labour relations policies than unions	52	55.3
	No comment	4	4.3
11.2	True : Circuit Managers are not given enough support by top management in their work.	50	53.2
	False: Circuit Managers are not given enough support by top management in their work	41	43.6
	No comment	3	3.2
11.3	True : The roles of circuit managers are not clearly defined in the new education department	60	63.8
	False : The roles of circuit managers are not clearly defined in the new education department	32	34.0
	No comment	2	2.1

Item 11.1 *Circuit managers are better informed on new labour relation policies than teachers unions.* Out of 94 respondents, 40,4% (38) gave a true response to the statement, and 55,3% (52) gave a false response. The 55.3% implies that a majority of the principals did not agree with the statement that says circuit managers are better informed on new labour policies than teachers unions. This serious discrepancy where teacher unions appear better informed than educational managers can be ascribed to many factors. For example, in terms of the Labour Relation Act of 1995 majority unions with threshold membership of 2000 educators qualified for a secondment of a particular number of educators to serve the union full-time (ELRC). This kind of arrangement allows the educator unions to be more focused on labour

policies than educational managers who seem to be involved in too many activities.

Items 11.2 *Circuit managers are not given enough support by top management.* According to table 4.9., 53.2% of the respondents affirmed the statement. This means that they are of the opinion that circuit managers do not enjoy the support of top management. While on the other hand, 43.6% said false. However, 53.2% which indicated lack of support cannot be easily ignored. Literature review on effective policy implementation stresses the importance of the intelligent combination of support and presence (cf.2.5.4.4). In this item 32% of the respondents did not respond at all.

Items 11.3 *The roles of circuit managers are not clearly defined in the new education department.* According to table 4,9., 63.8% of the respondents responded true to the statement. Lack of clarity on the actual roles of the circuit managers in the new education department can be based on many factors.

For instance, it can be inferred that the need to implement new policy has forced circuit managers to abandon their traditional roles of monitoring and support. Furthermore, authors consulted in this area in chapter 2 revealed the difficulty of coming up with clear cut roles (cf.2.9). The non-response of some respondents can be attributed to lack of understanding the actual responsibility of managers.

4.3.4 Frequency ratings of the implementation strategies of the circuit managers

The purpose of this question statement was to find out from the respondents their views on the various strategies essential for effective policy implementation. Furthermore, the set of questions were also intended to determine which approach encourages co-operation and participation. To have empirical data, respondents were asked to state true/false and give reasons for the given response.

Table 4.3.4.1 The frequency rating of the Implementation strategies of the circuit-managers

NO		F	%
10.1	True : Flexible approach allows diverse views to facilitate concerns False : Flexible approach creates lack of decisiveness	51 3	94.4 5.6
11.2	True : This will make them to see the positive aspects of change and accept it False : No responses	54 0	100
11.1	True : Negotiation and consensus seeking allow the resistance to contribute to the process. False : No reasons given	52 2	96.3 3.7
12	True : Knowledgeable and credible managers inspired confidence in the subordinates	54	100

Item 10.1 Adopting a flexible approach in implementing new policies is very important. Out of 54 respondents, 96.3% (52) choose true and only 3.7% said false. Reasons given to the response is that a flexible approach allows diverse views to prevail, while the reason given by the 3.7% said participation more or less creates lack of decisiveness. The support for a flexible approach is substantiated by the review of literature (cf.2.6.4).

Item 11.1 The best way of overcoming a powerful group which is opposing changes is through involvement and negotiation. According to table 4.10., 100% responded true to the statement. This affirmation suggest agreement to the items raised. This point is further confirmed by literature review in (cf.2.6.3.1) talking about decisive management on the part of a manager.

Item 11.2 Negotiation and conscious seeking allows the resistance groups to contribute to the process. This response was given as reason by the respondents. This kind of strategy appears to be supported by literature review in chapter 2 (cf.2.6.3.1).

Item 12.1 Transformation does not just happen, it needs to be led by change managers (agents) who are innovative, credible and knowledgeable. In this regard, all the respondents, that is 100% said true, to their statement. Furthermore, the position response to this statement suggests, the importance of a learning organisation and learning leader to cope with change. The findings tally well with literature review in chapter 2 (cf.2.6.3).

Item 12.2 The reason given for the above response is that credible managers inspired confidence in the subordinates. The 94.4%; 100%; 96.3%; and 100% obtained from the circuit managers respectively suggest that most of the respondents believed in the type of strategies suggested as a means of facilitating policy implementation. The role of transformational leader in charge is revealed by literature review in chapter 2 of this study.

4.3.5 FREQUENCY RATING ON THE VIEWS OF BOTH THE CIRCUIT MANAGERS AND THE PRINCIPALS ON THE ROLES OF CIRCUIT MANAGERS

As shown by table 4.3.5.1 which depicts different roles as given by the respondents. The purpose of the set of question items was to determine empirically what different people think about the roles of circuit managers during the transformation process. Since the same questions were put to all respondents, i.e. circuit manager and principals, it became imperative to cluster their views per item with the view of obtaining a holistic picture.

**Table 4.3.5.1 THE VIEWS OF BOTH CIRCUIT MANAGERS AND PRINCIPALS
ON THE ROLES OF CIRCUIT MANAGERS ON POLICY
IMPLEMENTATION**

ITEM NO		CIRCUIT MANAGER		PRINCIPAL		TOTAL	
		F	%	F	%	F	%
		N = 54	100	N = 83	100	N = 137	100
13.1	To facilitate the implementation of new policies and acts as change agents	16	29.6	27	32	43	31.4
13.2	Training, guiding and developing school managers on new policies and management	13	24.1	23	24.5	36	26.3
13.3	To monitor and evaluate the implementation process			3	5.3	3	2.1
13.4	To help the principals and school governing bodies with the correct interpretation of policies.	6	11.1	7	7.5	13	9.4
13.5	To make resources available to support implement	10	18.5	8	8.5	18	13.1
13.6	To serve as a vital link between the schools and the Department of Education.	4	7.4	5	5.3	9	6.6
13.7	To serve as a mentor and give visionary leadership to school managers	11	20.4	9	16.6	20	15
13.8	No response				11.7		

- Item 13.1 *To facilitate the implementation of new policies and acts as change agents.* According to table 4.3.5.1 a total of 137 respondents, that is both the principals and circuit managers prioritized item 13.1 as the main roles of circuit managers during educational change. This means that 31.4% (43) of 137 respondents shared common belief on the role. The vital role of policy implementers as change agents is also supported by literature study on educational change. The views of the respondents is quite in line with the role played by circuit managers in developed and developing countries as captured by chapter 2 of this study (cf.2.7.1). It is therefore safe to infer that the implementation of policy can be viewed as one of the main roles, especially during the transformation of the system.
- Item 13.2 *Training, guiding and developing school managers on new policies and management.* This item was also scored highly by both groups of respondents. 20% (11) of circuit managers and 24.5% (23) of the principals believed that training, guiding and development of school managers on new policies and management be one of the key role of circuit managers during policy implementation. This view is supported by researchers like Fullan (1998 : 84) and Brooksbank and Anderson (1989 : 45). In brief, 24.8% of all the respondents view the indicated function as one the role of circuit managers.
- Item 13.3 *To monitor and evaluate the implementation process.* In this regard, 12.9% of circuit managers and 5.3% of principals viewed the item as one of the functions of circuit managers. However, circuit managers had attached a high importance to this role than school principals. Monitoring and evaluation of policy implementation are some of the stages supported by policy analysts and researchers on policy implementation (cf.2.54.6).
- Item 13.4 *To help the principals and school governing bodies with the correct interpretation of policies.* The circuit managers rated the role at 11% and the

principals rated it at 7.5%. Helping the governing body with correct implementation of policies, implies that circuit managers should be better informed about the policy process. A total of 9.5% of the respondents identified this as one of the roles of circuit managers.

Item 13.5 *To make resources available to support implementation.* In this item 13% (7) of the circuit managers attached a high value to the availability of resources, while 8.5% (8) of principals also viewed them as important. However, 10.9% of the respondents identified the role as on the functions of the circuit manager. This emphasis on resources is supported by table 4.3 which revealed the availability of resource at circuit level. This point is further supported by literature shown in chapter 2 of this study (cf.2.)

Item 13.6 *To serve as a mentor and give visionary leadership to school managers.* 16.6% (9) of principals rated the roles highly and only 11.1% (11) of circuit managers viewed this as their roles during the process of educational change. It is worth noting that out of 94 principals, 11.7% of principals did not respond at all to the question item. For this a total of 15% viewed this as one of the roles of circuit managers.

4.3.6 FREQUENCY RATING OF THE CHALLENGES ENCOUNTER BY CIRCUIT MANAGERS IN THEIR ROLES

The purpose of the questions was to find out from the respondents about the challenges and problems encountered by circuit manager in carrying out their roles, especially during the implementation of new policies. The following items as captured by table 4.3.6.1 are a list of challenges identified by the circuit-managers.

Table 4.3.6.1 Challenges encountered by the circuit-managers in performing their roles.

		F	%
ITEM		54	100
13.2.1	Lack of basic resources (e.g. transport	15	27.7
13.2.2	Limited authority	11	20.3
13.2.3	Resistance to change by union members	10	18.5
13.2.4	Lack of confidence and better insight on new policies	12	22.2
13.2.5	Lack of clear job description	6	11.1
13.2.6	Negative attitudes towards circuit managers by top management	3	5.5

13.2.1 *Lack of basic resources (transport and telecommunications).*

Out of 54 respondents, 27.7% identified the response as one of the challenges encountered by the circuit managers. This response tallies with items 8.2 and 8.3 in table 4.2 where it is revealed that 63.0% of the circuit offices do not have fax machines and 74.1% of them were operating without transport. Resources like fax machines and vehicles are very essential in facilitating effective services. The prioritisation of resources as a challenge to management can be located within Maslow' hierarchy of needs since it appears as an immediate need to circuit-managers for them to render services. In other words, the concerns of circuit-managers with issues like resource can be classified under Maslow's theory of needs (Maslow 1954 : 38)

13.2.2 *Limited authority*



20,3% of the respondents identified the above indicated factor as one of the challenges encountered by circuit-managers during the performance of their role. According to the task committee report (Education Department 1996 : 13), the empowerment of managers by

delegating a lot of authority to them can enhance effectiveness. This point is further supported by literature review (cf. 2.3.4, 2.3.7).

13.2.3 *Resistance to change by union members*

18,5% of the respondents have identified the aspect as one of the challenges encountered by circuit-managers in the carrying out of their task. However, empirical data in table 42.1 suggest that educator union are better informed in new labour policies than circuit-managers.

The identification of the aspect as one of the challenges encountered by circuit-managers can be ascribed to lack of training. Since 1994, circuit-managers have never been taken through an intensive course on labour relation. It is further revealed that the labour relations activities within the North West Education Department are run on adhoc basis by officials from other directorates (Annual Report 1998 : 5).

13.2.4 *Lack of confidence and better insight on new policies*

22.2% of the respondents identified lack of confidence and better insight on new policies as a challenge. Lack of confidence can be ascribed to lack of knowledge or competence. According to Cartwright et al. (1998 : 171) a manager with personal competence acts assertively by doing the following: acts in an assured and unhesitating manner when faced with a challenge, takes a leading role in initiating action and takes control of situations and events. The role of management in the implementation process especially at the out level is perhaps well captured in chapter 2 (cf.2.3.6).

13.2.5 *Lack of clear job description.*

According to table 4.3.6.1, 11.1% of the respondents identified lack of clear job description as a challenge. This view is also confirmed by literature review, (cf.2.3.4, 2.3.5), where the difficulties in developing a clear cut roles is reflected. The finding is that in the North West Province, the role of circuit-managers are not properly demarcated.

13.2.6 *Negative attitudes towards the circuit managers by top management.*

5.5% of the respondents identified the factor as a challenge in their role. Further evidence of the rejection of the circuit manager is captured in chapter 2 of this study (cf.2.9). Furthermore, the Mafikeng Mail of February (1999 : 3) reported the attack on departmental officials, circuit-managers and principals of school, by SADTU accusing them of sabotaging the implementation of the rationalisation and redeployment process by victimising their members. Furthermore, negative attitudes towards circuit-managers by top management can be ascribed to the fact that most of the members of top management emerged from the ranks of the progressive movements which were engaged in the political struggle with the then regime (Naido, 1997 : 3).

4.4. Ways of improving the roles of circuit-mangers in the implementation of policies. Table 4.4.1 was drawn with the main purpose of gathering views on the different ways of improving the roles of the circuit-manager in the implementation of transformation policies.

Table 4.4.1

		FREQUENCY	PERCENTAGE
ITEM	WAYS OF IMPROVING THE ROLE OF CIRCUIT-MANGERS	54	100
13.3.1	Training and development is essential	20	37.0
13.3.2	Resources to be made available to managers	15	27.7
13.3.3	Managers should be empowered to take decisions	11	20.3
13.3.4	The job description of managers should be reviewed	4	7.4
13.3.5	The monitoring roles of circuit-mangers should be recognised by all stakeholders	5	9.3

4.4 FREQUENCY RATING OF WAYS OF IMPROVING THE ROLES OF THE CIRCUIT MANAGERS

Table 4.4.1 shows that the majority of respondents i.e. 37.0% (20) identified training and development as way of improving the skills of the circuit managers. And 27.7% (15) of the respondents identified the provision of resources as a way of improving the circuit-managers roles in policy implementation. It is worth noting to discover that only 9.3% of the circuit-managers identified the recognition of the monitoring role of the circuit-managers as a way of improving their skills. It can be inferred that the respondents are of the opinion that stakeholders do not recognise their monitoring role. This opinion is supported by several authors consulted in chapter 2 of this study (cf. 2.9).

4.5 FREQUENCY OF THE INVOLVEMENT OF CIRCUIT-MANAGERS IN THE VISION AND MISSION OF THE DEPARTMENT

The purpose of the question was to find out from the respondents the importance of the involvement of the circuit-managers in the development of the departmental vision and mission.

According to table 4.5.1, out of 54 respondents 90,7% (49) gave a yes response to the participation of circuit-managers in the development of the vision and mission. And 5,6% said no, only 3,7% responses were missing.

Table 4.5.1 Circuit-managers' views on the development of the vision and mission statement for better implementation

ITEM		FREQUENCY	PERCENTAGE
13.4.1	Yes response	49	90.7
13.4.2	No response	3	5.6
13.4.3	missing comments	2	3.7

The understanding of the company's vision and mission is very crucial to both top and middle management. Several writers share common views on the need to have a clear understanding of the organization mission statement. According to Van de Waldt and Toit (1997 : 399) effective leaders should create a challenging vision of what is required and what is possible. This vision should be made known so that everybody can pursue the objectives involved. It can be inferred that the policies of an organisation are often shaped by the vision of the organisation. The centrality of the showed vision is perhaps well captured in section 2.5.4.4.1 of chapter 2.

Table 4.5.2 Practical differences in responses to attributes necessary for relationship and acceptance

PRINCIPAL			CIRCUIT MANAGERS		EFFECT SIZE
ITEM	MEAN	SD	MEAN	SD	D-VALUE
B7.1	3.64	0.72	3.78	0.50	0.035
B7.2	3.41	0.91	3.87	0.34	0.115
B7.3	3.47	0.81	3.72	0.60	0.063
B7.4	3.29	0.96	3.65	0.70	0.09
B7.5	3.32	0.86	3.67	0.50	0.0876
B7.6	3.09	0.50	3.70	0.50	0.153

*** Comparison of responses for essential skills or for effective Policy Implementation.**

The following comparison of responses of circuit-managers and principals regarding implementation knowledge identified in chapter 2 is made in this study.

Table 4.5.3 SHOWS THE NO SIGNIFICANT DIFFERENCE IN RESPONSES FOR IMPLEMENTATION KNOWLEDGE

PRINCIPALS			CIRCUIT-MANAGERS		EFFECT SIZE
ITEM	MEAN	SD	MEAN	SD	d-VALUE
8.1	3.91	0.29	3.49	0.60	0.105
8.2	3.81	0.44	3.19	0.85	0.155
8.3	2.80	0.79	2.90	0.93	0.025
8.4	2.44	1,00	2.24	1.04	0.05
8.5	3.46	0.84	3.37	0.82	0.0225
8.6	3.50	0.81	3.03	0.90	0.117

No significant effect

The effect size value was computed using the following formula as applied by several researchers . (Trade and Treece, 1986 : 443; Cohen 1988 : 553, and Moloko 1996 : 132)

$$d = \frac{X_1 - X_2}{S_D \text{ maximum}}$$

S_D maximum

Where X_1 = mean of one group

X_2 = mean of the other group

$S_{d_{max}}$ = maximum of the two standard deviation of the group.

d = is the effect size

The following limits were used in the interpretation of the value of the effect size (Borg and Gall, 1988 : 138).

d = 0,15 difference with small effect

d = 0,35 difference with medium effect

d = 0,60 difference with large effect

4.6 A COMPARISON OF THE IDENTIFIED NEEDS OF CIRCUIT-MANAGERS AND PRINCIPALS

4.6.1 Cohen and Morion criterion for effect sizes of difference

In this study the practical significant differences of circuit-managers and principals were determined. This is in line with Borg and Gall, (1989 : 6) Furthermore, Lowson (1996 : 132) views that estimation of effect size is relevant both prior to the finalising of an experimental design and again where the results of the experiment are being evaluated.

For this study, in order to compare the views of circuit-managers and principals, the effect size was computed by subtracting the mean score of the principals from that of the circuit-managers' and dividing it the maximum standard deviation of the two samples.

4.6.2 A Comparison of the views of Circuit-managers and Principals on the importance of essential skills for building relationship and acceptance

Table 4.5.3 gives a comparison of the response of the two groups. In the examination of the compiled mean scores and the effect size, it is clear that there is no difference and practical significant difference in the views of the two groups of respondents in most of the items. It is only two items which are slightly better since they can be approximated to the difference of small effect, but they are still below the effect difference of small effect. The absence of practical significance among the views of the respondents does not necessarily mean there are no differences of opinions. This may mean that both the principals and the circuit-managers may be on the same level of understanding transformation issues. The empirical investigation in table 4.1 shows little difference between the respondents in terms of qualifications.

4.7 ADDITIONAL COMMENTS

In both set of questionnaires, that is the principals and circuit-managers' questionnaires, some respondents added some additional information to the specific question items. In most cases the additional information was jointly provided with the responses to the questions asked.

4.7.1 Circuit managers additional information.

item 13.5 : The role of circuit-managers in the implementation of educational change. In response to the above statement, the following additional information emerged from the questionnaire.

- * head-office must refrain from giving the union too much power; and
- * the implementation of departmental policy would never succeed since top managers are friends to the union.

4.7.2 Principals' additional comments

- * item 5.3. To build a sense of respect and tolerance between principals and teachers' unions'. Besides ticking the appropriate response, some principals added the following information. Teachers unions confuse democracy with lack of respect to principals.
- * the department tolerates the intimidation of principals by the teachers' union.

The common line from the additional comments of both the circuit-managers and principals appears to highlight untested opinion that says, in South Africa, unions are more powerful than government, especially during strike. The Sowetan (Anon 1998 : 2) of June reported the teachers illegal mass strike to Professor Bengu in demand for quality education while leaving behind thousands of learners unattended.

The apparent failure by the unions to legalise their strike can be interpreted in many ways by parents and taxpayers. This can also be viewed as declaration of professional duties and lack of respect to the rule of law.

4.8 SUMMARY

The fore-going chapter was concerned with the computation, processing and interpretation of data collected from the questionnaire as the instrument. The aim of the questionnaire was to determine, empirically what circuit-managers and secondary principals have to say about the role of circuit-managers in the implementation of new policy. In addition to this, the chapter attempted to find out about the challenges encountered by circuit-managers and the skills needed to overcome these.

The measuring instrument used in this regard was the questionnaire. These instruments were sent out to both the principals and circuit-managers to be completed and returned. The distribution of the questionnaire was easily done since the researchers employed the services of the district-managers as contact persons. However, the return of the questionnaire was a bit problematic especially those of the principals. Not all the questionnaire distributed were returned by principals (cf. table 3.3). However, the response rate of the circuit-managers was excellent as shown by table 3.2. However it is important to note that a lot of convincing had to be done to persuade the circuit-manager to view the research project as an academic exercise, not as a departmental strategy of indirectly monitoring the circuit managers. This apprehension can be ascribed to the fact that the researcher happened to be the supervisor of the respondents.

In the analysis and interpretation of data, the effect size (d-value) was employed as a statistical technique, on the interpretation of statistical data, Table 4.2.1 reveals that, of the roles identified in chapter 2 of this study, both principals and circuit-managers identified the facilitation of the implementation of new policies as the main role of the circuit-manager. Furthermore, training, guiding and developing school managers on new policies was identified as the second main role by the circuit-managers and principals with a percentage

of 26,3%. Of interest is that only 2.1% of both the principals and circuit-managers identified the monitoring and evaluation of the implementation process as the role of the circuit-managers.

As shown by table 4.3.6.1, lack of basic resources on the part of the circuit-managers was identified by the circuit-managers as a challenge with a 27,7%. This is immediately followed by lack of confidence and better insight on new policies with a 22,2%. Identification of limited authority (20,3%) to circuit-managers is also viewed as a challenge encountered by circuit-managers.

The next chapter (5) deals with the development of implementation guidelines for policy implementation by the circuit-managers.

CHAPTER 5

GUIDELINES FOR POLICY IMPLEMENTATION BY CIRCUIT-MANAGERS IN THE NORTH-WEST PROVINCE

5.1 INTRODUCTION

Despite the growing realisation of the centrality of the circuit-managers in the effective implementation of new policies as revealed by researchers on improved district, transformation of the educational managers re-orientation programmes in some parts in the USA (cf.2.7.2), attempts made by some developing African Countries in the training and recognition of superintendents (cf.2.8.1) little attention is being paid to the development of a comprehensive policy implementation models for circuit-managers in a country like South Africa, and the North West Province in particular. On the same note, there is little evidence on the successful implementation of new policies (cf.2.9).

The centrality of the circuit-managers as the main brain that guides the school system, and the absence of a comprehensive guidelines for policy implementation in a way justify the development of a strategic model for policy implementation by the circuit-managers.

On the basis of the theoretical framework provided in chapter 2 and the empirical investigation conducted in chapter 3 and 4, a strategic guideline for policy implementation is designed in this chapter. As stated in chapter 1 (cf. 1.3) one of the main purpose of this study is to develop guidelines for policy implementation by the circuit-managers in the North West Province.

Critical issues in the development of implementation models are given some serious attention. Though attention is focussed on the actual development of the implementation guidelines, implementation of the proposed model is equally important.

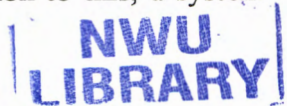
5.1.1 PERSPECTIVES FOR DEVELOPING GUIDELINES FOR POLICY IMPLEMENTATION

The formation of the comprehensive implementation guideline for policies is directed by assumptions and perceptions about models as attempts to represent the reality. The implementation model tries to deal with issues crucial to effective implementation of policy. Addressing these critical issues may go a long way in helping circuit-managers to pass the first test. Since this chapter develops an implementation model, attention is given to explain some models employed in implementing changes or reform in the system.

According to Mouton & Marais, (1988 : 138) the term model is one of the most ambiguous in the vocabulary of the social science. Legotlo (1994 : 257) substantiates the point further in stating that model and theory are frequently used as synonyms. Furthermore, some writers often used model and strategy interchangeably. In this regard a general model for policy implementation by the circuit-managers could be based on several models, from private sectors or public sector as well as literature review.

The use of models is not confined to theory alone. According to Dunn (1994 : 268) policy analysts employ various models to facilitate recommendation of policies. Simple model of choice and complex model of choice are used. It can be further argued that the employment of models or strategies is not restricted to policy recommendation only, policy implementation also employs models (cf. 2.5)

In the implementation guideline or model, attempts are made to link the connections of the main areas of the implementation process in a simplified formation. In addition to this, a system approach is used to ensure a holistic approach to policy implementation.



The proposed implementation model for policies cannot assume to be more than a partial picture, because certain aspects that are viewed not to be more essential are excluded. For example, though important, in the implementation model, the role played by educators, students, parent and educators unions is not given full attention.

In this study, the proposed implementation model represents a combination of various elements of the model discussed in chapter 2 (cf. 2.5.4). Furthermore, the proposed model also stresses particular relationships, like the relationship between the policy makers and policy implementation, relationship between the National Department of Education and Provincial Department of Education, relationship between provincial department and the district and relationship between department and major stakeholders.

Since implementation is where the action is, the proposed guidelines attempt to translate strategic thoughts into organisational actions. According to Pearce and Robinson (1997 : 304) this is a move from planning work to working their plan since these shifts focus from strategy formulation to strategy implementation. In essence, the implementation strategy centres around the translation of the planned actions into functional or workable actions in a simplified manner. An implementation guideline, therefore, provides an explanatory illustration of the implementation process of policy.

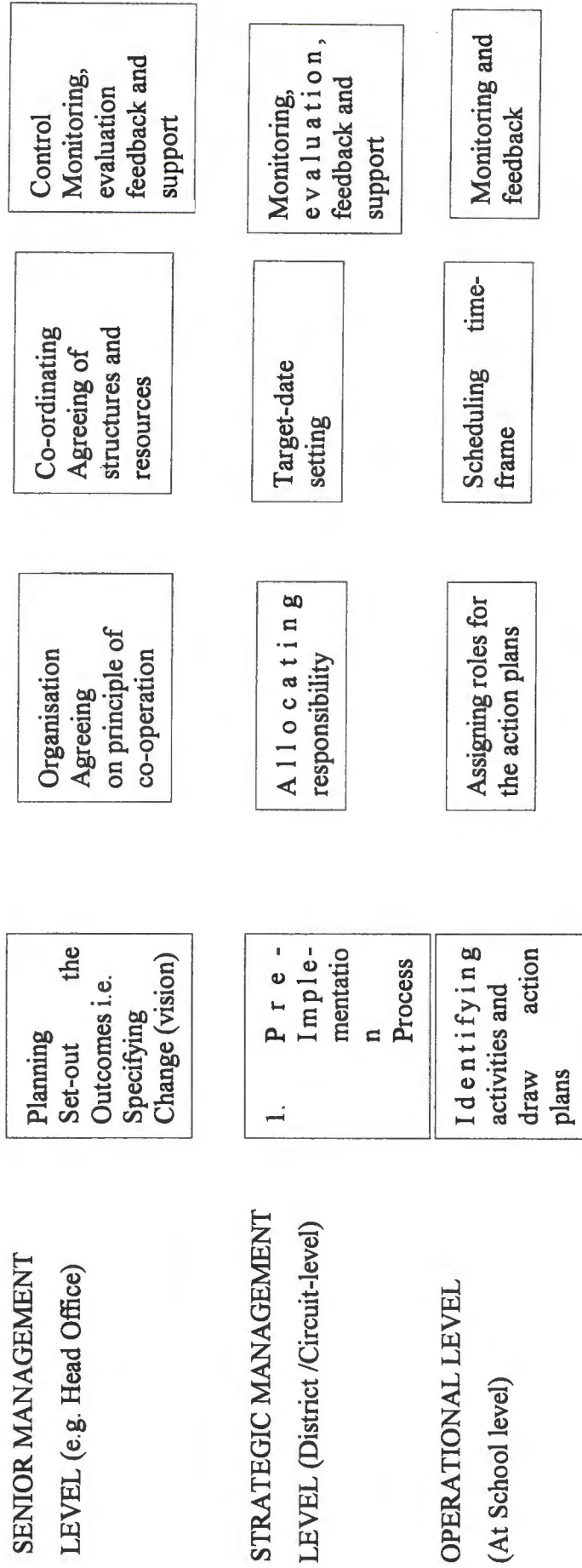
5.1.2 MATRIX MODEL

In the formulation of the orientation programme for circuit-managers, the linear model could be employed as a tool. In this guideline, the development of the model has four steps at three different levels of the education system as displayed by figure 5.1.

At senior management level: The outlined steps determine the activities of the senior managers intended to guide and support the target population. In this study the needs of the circuit-managers or policy implementers are underlined in chapter 2,3, and 4. The senior management level can also be viewed or called a philosophical level chapter 2 (cf. 2.3.6)

At strategic management level : The steps outlined the critical activities to be carried out by middle management in order to ensure implementation. It is where strategies are designed to facilitate implementation. The strategic level can also be viewed as scientific level (cf.2.3.6).

Figure 5.1 The Matrix Functions of Policy Implementation



Source Adapted from Mouton Marais (1988 : 138)

At operational level: The outlined steps attempt to deal with the specifics of the actual implementation, i.e., translating guidelines into daily activities of the organisation. The operational level can also be called the art of Implementation level (cf. 2.3.6).

The matrix management function (figure 5.1) provides a useful and logical path for the development of an implementation guidelines for policy. It is simple and easy to follow. It takes into account various levels of management as discussed in chapter 2 (cf.2.3.6). However, the guideline fails to take into account crucial factors pertinent to effective policy implementation. These factors can be enumerated as follows:

- * External factors : political, economic, social and technological.
- * Internal factors like : budget, resources
- * Training and development : managers need to be trained in order to do their task effectively. Policies are empowerment tasks that simplify decision making by empowering operating managers (Perce and Robinson, 1997 : 304). This suggests that circuit-managers as policy implementors should be trained in the facilitation of policy implementation.

Despite the usefulness of the matrix management functions in the planning and execution of the implementation, its emphasis on sequential steps appears to be problematic, since this approach suggests a linear approach to implementation. In practice this is not always the case. Even change does not necessarily happen in a linear or straight forward manner.

However, due to the complex process of ensuring successful implementation of policy by circuit-managers and the broader objectives of the different policies to meet the organisational goals and the needs of the circuit-managers, another approach in the effective implementation of policies is designed.

5.1.3 AN INTEGRATED APPROACH TO THE DEVELOPMENT OF AN IMPLEMENTATION GUIDELINE

The integrated approach views the implementation of new policies by the circuit-managers as an inclusive and multi dimensional process that takes into account the complex nature of the education system as shown by figure 5.1. The implication is that the implementation guideline should be adjustable to the changing factors in the globalization of the world economy and new developments in the effective management of the educational service. To elicit a sense of ownership and strong collaboration among stakeholders in line with democratic spirit and partnership, a holistic perspective in the design of the comprehensive implementation guideline for the manager is important. This is in line with the system approach as reflected in chapter 2 of this study (cf.2.3.6)

The proposed New Implementation Policy Guideline for Circuit-managers (NIPPG) draws heavily from both linear and integrated models because of its complex nature. The guideline involves a number of role-players and factors as revealed by the literature review. (cf.2.5.4.4, 2.5.4.5, 2.5.4.6, 2.5.4.7)

5.2 NEW IMPLEMENTATION POLICY GUIDELINES FOR CIRCUIT-MANAGERS IN THE NORTH WEST PROVINCE.

An overall picture (in the form of an illustration) of the proposed model (NIPG) is provided in Figure 5.3. To facilitate understanding a description of the guideline is provided and the key components are discussed (see figure 5.3)

* Battery of skills

In formulating an implementation model for new policies serious attention is to be given to identify the needs and roles of the target population, namely the circuit-managers. In this regard the identified needs and roles can be viewed as what is essential on the part of the circuit-managers to make policy implementation successful. A variety of strategies

were used in determining the needs, roles and challenges of the circuit-managers as revealed in chapter 2, 3, and 4. (4.4.1, 4.5.4.5,4.7.1).

For the purpose of determining the implementation needs of circuit-managers, (new and old ones) literature review was done in chapter 2 on the challenges facing circuit-managers and the critical skills and various strategies needed for effective policy implementation. In addition to this, chapter 3 and 4 provided an empirical investigation of the challenges and critical competences for the circuit-managers. The revelations of challenges and critical skills for circuit-managers, to a larger extent point to the necessity of developing a comprehensive implementation guideline for policy. Such a guideline can assist in the effective implementation of new policies by circuit-managers, since it can act as both a facilitating and empowering mechanism.

5.2.1 JUSTIFICATION FOR THE NEW IMPLEMENTATION GUIDELINE

The guideline is developed for new policy implementation for the circuit-managers in the North West Province, to empower them to be more effective and efficient in their handling of transformation policies. The ability of public bureaucrats has been cited as a critical factor for implementation (cf. 2.5.2).

The new implementation model for circuit-managers is designed from discovered challenges of educational managers in new policy implementation. Most of the current educational managers are thrown into new demands of circuit-management without practical assistance to ensure their success. They need a structured implementation plan that can re-orientate them to master the challenges of transition from autocratic management to democratic management. In a sense, they need a “paradigm shift” to interpret matters holistically.

Empirical evidence from chapter 3 and 4 indicated that circuit-managers need earnest assistance to support them to be more effective, efficient and accountable in carrying out their roles.

The dawn of democracy, proliferation of new policies, high costs in the development of such policies plus the need to offer an effective and efficient educational service put a high premium on the development of a comprehensive strategy for effective policy implementation for the circuit-managers. The existing practice of paying little attention to the appropriate mechanism for effective policy implementation in the North West Province cannot be justified, since such practices can affect the efficiency of the circuit-managers, the quality of education and the stability of the school system during the transitional and transformation period.

5.2.2 OBJECTIVES OF THE NEW IMPLEMENTATION POLICY GUIDELINES

The identification of the needs of both the circuit-managers, and the education system act as the basis for the development of the implementation objectives. The discovered needs are translated into objectives.

For the circuit-education system, the main objective of the implementation guideline is to:

- * increase the retention rate of the circuit-managers (new and experienced ones) (cf.4.3.1);
- * reduce early turn-over or early retirement (cf.4.3.1);
- * empower circuit-managers by giving them the necessary recognition, support and authority (cf. 4.5.1); and
- * improve the critical competencies of the circuit-managers (cf.4.6,4.7.1,4.8.1)

In addition to the above indicated objectives, the specific objectives of the implementation model for policy by the circuit-managers can be stated as follows:

- * assisting the circuit-managers to carry out their management roles effectively;
- * re-orientating circuit-managers to adjust to the demands of the new working environment, which puts emphasis on democratic values;
- * Making the circuit-managers feel accepted and valued by both the stakeholders and senior management;
- * improving the implementation of new policies by the circuit-managers; and

- * impressing upon the circuit-managers to appreciate a natural linkage between policy development and implementation (cf.2.5.9).

However, the above-stated specific objectives may not be realizable without a well designed implementation guideline. In essence, the policy implementation guideline should indicate how the set objectives will be achieved. The successful implementation of the above-objectives seems to depend also on a good management structure and effective management (cf.2.5.2, 2.5.3).

Taking into account the limited resources, these objectives may not be met at once, hence a priority list becomes essential. This also suggests that comprehensive budgeting is vital for the implementation of the guideline for policy.

5.3 DEVELOPMENT AND IMPLEMENTATION OF THE NEW POLICY GUIDELINE

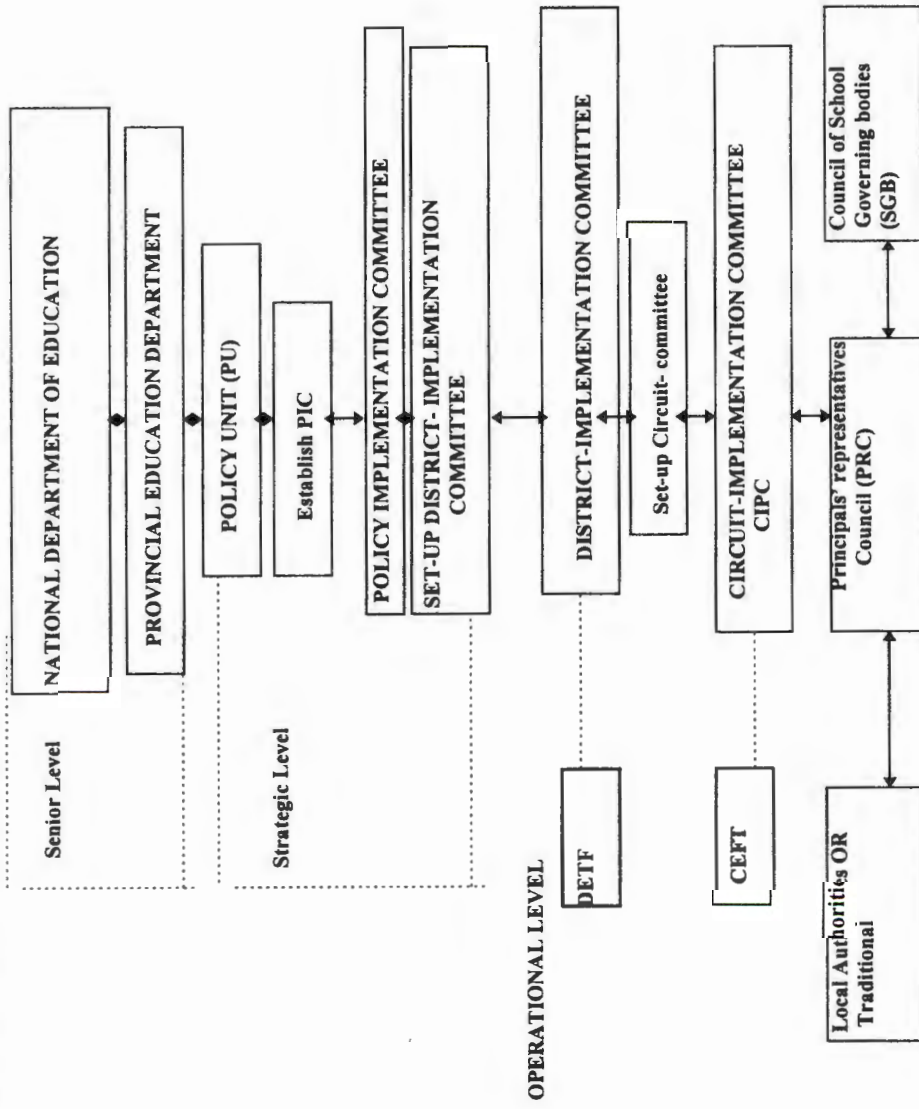
To ensure that the set objectives of the policy implementation guideline are realised both the management structures of the policy guidelines at senior, strategic and operational levels are well managed and co-ordinated as shown by (figure 5.2)

According to the National Education Policy Act (1996) the Minister shall be responsible for the national policy for the planning, provision, financing, management, monitoring, evaluation and the well being of the education system. This suggests that the National Education Department is responsible for, among other things, for policy dealing with norms and standards. In this regard, the National Department should play a key function in ensuring that structures for policy implementation at provincial level do exist.

It can be inferred from the above-paragraph that the management, monitoring and evaluation role of the National Ministry also refers to the responsibility of setting up structure and personnel to carry out the indicated roles. This suggests the setting up of framework of quality management and quality assurance where monitors like circuit-managers can function optimally.

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Figure 5.2. The Development and implementation of new policy model for circuit-managers : Management structure



KEYS
 CEFT- CIRCUIT EDUCATION AND TRAINING FORUM
 DETF- DISTRICT EDUCATION AND TRAINING FORUM
 PETF- PROVINCIAL EDUCATION AND TRAINING FORUM

5.3.1 DEPARTMENT OF EDUCATION

The development of the new implementation policy guideline for circuit-managers (NIPGC) takes into account the existence of the various structures in the Department of Education (National & Provincial). To ensure harmony and avoid duplication of functions, clear delineation of responsibilities and accountability is defined in the management structure of NIPGC (Figure 5.3).

In most instance, the New Implementation policy guideline could also be employed to provide guidelines for the implementation of most of new policies at head office level and for the newly appointed circuit-managers. In a sense the guideline is not only confined to the re-orientation and sole use of circuit-management. The integrated approach of the model seems to have element of flexibility.

5.3.2 THE POLICY UNIT (P.U)

In order for the Department of Education to ensure the efficient implementation of new policies, the establishment of a policy unit is essential. The unit would directly report to the senior managers and the Deputy-director-general. The main function of the PU can be enumerated as follows:

- To liaise with the National Department of Education;
- To represent the provincial department at the National Education Labour Relations Council;
- To contextualise national policies;
- To prepare and present motivations to the provincial executive council (EXCO);
- To identify the resources needed for implementation;
- To set-up relevant structures for policy implementation;
- To identify major role players, roles and responsibilities; and
- To consider feedback inputs from the relevant structures.

5.3.3 THE POLICY IMPLEMENTATION COMMITTEE (PIC)

The policy implementation committee is a think tank dealing with matters pertaining to the actual implementation of new policies. The PIC is located at the level of head-office, bearing a link with the key sections of the Department. The main functions of the Policy Implementation Committee (PIC) can be enumerated as follows:

- To review the stated objectives of new policies;
- To translate policy objectives into action plans;
- To diversify appropriate strategies;
- To identify training needs for implementation in conjunction with the policy unit;
- To set-up training workshops for circuit-managers;
- To develop district plans pertaining to the implementation and monitoring of policies;
- To encourage networking among district officials;
- To mount advocacy campaign for the acceptance of new policies;
- Organising conferences and seminars; and
- The training of all circuit officials.

As indicated in figure 5.4, the policy implementation committee should comprise of representatives of the following bodies:

- * Chairperson (preferably from the policy unit or directorate dealing with policy implementation at line management level);
- * Education Information System unit (EMIS);
- * Quality Assurance;
- * Personnel and administration; and
- Curriculum and Examination Unit.

5.3.4 DISTRICT POLICY IMPLEMENTATION COMMITTEE (DPIC)

To ensure the dissemination of the correct information, interpretation and common understanding of new policies, the training of all the circuit-managers in the Province can be done centrally i.e at head-office level. However, the actual implementation and monitoring of new policies would be delegated to both the district and circuit-managers.

To maximise effective implementation of new policies, attempts should be made to open up the system at ground level by setting up district and circuit committees. In line with the unfolding regionalisation, the present clustering of the districts could be utilised. The clustering of districts in the province is as follows:

- * Cluster 1 : Mafikeng, Zeerust and Lichtenburg
- * Cluster 2 : Atamelang, Vryburg and Mothibistad
- * Cluster 3 : Potchefstroom, Klerksdorp and Rustenburg
- * Cluster 4 : Brits, Mabopane and Themba.

The main functions of the District or Regional policy Implementation Committee would be:

- * Networking and collaborating with other;
- * Identify resources to be jointly used;
- * Identification of common challenges; and
- * Serve as platforms for policy inputs and analysis

5.3.5 THE PROPOSED STRUCTURE OF THE DIP COMMITTEE

The management structure of the district policy implementation committee should ensure that all stakeholders are represented at district or regional level. The same thing should be applicable to the circuit policy implementation committee.

- Composition of the circuit implementation committee.

- chairperson (district-managers);
- All circuit-managers in the district;
- One representative for educator unions;
- One representative of the principal council;
- One representative of the relevant authority. (Either local authority or traditional council);
- and
- One representative of the school governing body council.

The above composition of the committee can be repeated at the circuit-level, with the circuit-manager serving as the chairperson of the committee.

5.3.6 THE CIRCUIT IMPLEMENTATION POLICY COMMITTEES (CIPC)

Under the leadership of the circuit-managers the CIPC should do the following:

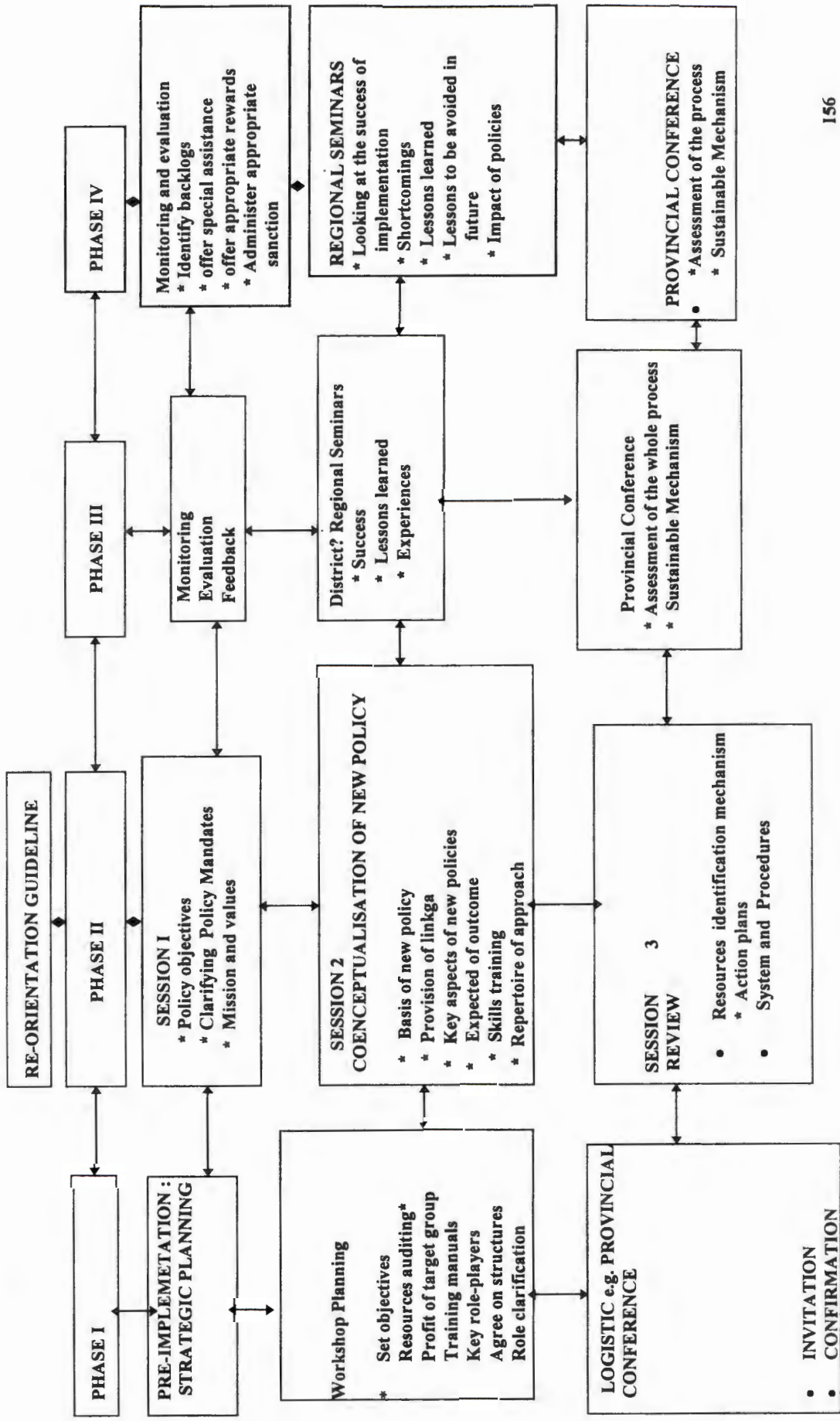
- * Support and collaborate with the circuit-managers;
- * Give the circuit-managers feedback on policy implementation;
- * Identify challenges inhibiting implementation;
- * Encourage partnership and participation;
- * Strive for ownership of new policy;
- * Strive for positive acceptance and recognition; and
- * Identify local conditions or factors pertaining to effective policy implementation.

5.3.7 CIRCUIT-MANAGERS' RESPONSIBILITY

The circuit-manager as the main policy implementor of the Department of Education should be responsible for the efficient installation of new policies. He has to ensure that target dates are met and policy objectives realised.

The circuit managers take full accountability of orientating and training school managers. In order to achieve this, the circuit manager must be motivated, trained and supported by top management. The support for the circuit-managers can be in various forms (cf.2.5.1, 2.5.1.2, 2.5.4.5.2, 2.5.4.7).

Figure 5.3. NEW POLICY IMPLEMENTATION STRATEGY BY CIRCUIT -MANAGERS



5.3.8 AN ENVIRONMENT FOR POLICY IMPLEMENTATION

Besides the allocation of resource and delegation of authority for the decision making to the circuit-managers, senior management at both strategic and top level should create conducive environment for policy implementation. The environment in this sense refers to what is called political mapping. According to Crosby (1992 : 2) generally, managers and professionals in the public sector are poorly equipped to deal with either political analysis or the formulation of political strategies. This suggests that circuit-managers should be equipped with the necessary tools in order to facilitate policy implementation (cf.2.6.3.1, 2.4.1, 2.5.4.4).

The conducive environment can also refer to the recognition of the role of the circuit-manager, the cordial relationship and acceptance by stakeholders and the capacity to enforce the implementation of the democratic decision. Without support, decision is likely to meet with criticism and resistance (Crosby 1992 : 3)

5.3.9 ROLE CLARIFICATION

In the process of implementing new policies, it is critical for all the major role players to know their exact roles and contribution. But the circuit manager at operational level should ensure maximum participation of major stakeholders in the decision making process without sacrificing his/her right to take decisions, taking into account that the expected accountability is derived from the given authority.

5.4 THE NEW POLICY IMPLEMENTATION GUIDELINE

See figure 5.3

The implementation guideline suggested consists of four phases as displayed by figure 5.4. Each phase has a set of activities designed to address the capacity of circuit-managers and enhancing critical competencies. A schematic structure is drawn to outline various phases and steps of the model for policy implementation. Furthermore, each and every phase is discussed separately.

5.4.1 Phase I : Pre-Implementation : Planning. At strategic management level

PRE-IMPLEMENTATION:

- Planning : Use of key words
- why, what, where
- forecasting
- objective setting

ORIENTATION WORKSHOP

- Set policy objectives
- Resource auditing
- Profile target group
- Training manuals
- Determining key players
- Agree or structures
- Role clarification

LOGISTICS

- invitation
- confirmation
- attendance

This phase should deal with intensive planning process pertaining to the implementation cycle of policy implementation. The phase should attempt to address the following problems, and implementation needs.

- * Circuit management resources (cf. 4.4)
- * Role expectation (cf.2.3.4)
- * Capacity of the policy implementation
- * Conditions of relationship and acceptance by stakeholders (cf.4.4.1)

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Step I phase I

* Pre-Implementation Planning (cf. 2.5.4.3)

According to this proposed model, before any execution of new policy can be done, intensive planning has to be done. The policy implementation committee (see figure 5.3) at strategic or tactical level has to plan for the orientation workshop. The aim of this strategic planning is to consider both the external and internal factors and key players important for implementation. Furthermore, the planning process should also reach agreement on the objective of the exercise and preferred steps to carry the process forward. The planning step should also have a holistic view on the unfolding of the implementation process. This should also include aspects like terms to empower to oversee the process, elicit commitment, support and deal with the deployment of resources.

* Step 2 of phase I.

During the planning of the re-orientation workshop on policy implementation, specific objectives of the new policy have to be linked with the mission statement of the Department as an attempt to realise the stated vision.

The other set of activities in this phase, worth serious consideration by the policy implementation committee (figure 5.2) are the demands placed upon by the implementation of new policy. This refers to new resources, structure, system and procedures. The other important element is the setting up of mechanism to deal with training needs, support, sanction and rewards.

Step 3 Phase I

- * Step 3 of phase I basically deals with the workshop logistic that has to be meticulously planned to ensure proper dissemination of information. Among others, the workshop outline should deal with the specifics like the training programme, dates, venues etc.

5.4.2 PHASE 2 : ACTUALISATION PHASE FOR THE TRAINING OF CIRCUIT-MANAGERS.

The actualisation phase for the circuit-managers is an important step in the orientation of policy implementation. It forms a marriage between the circuit-managers and the policy implementation committee (see figure 5.2). phase II as reflected in 5.3.

During the actualisation phase (II) of the implementation guideline for new policy, challenges and role of circuit-managers in policy implementation should be addressed by the workshop.

In addition to the above, the implementation needs of circuit-managers should be addressed.

- Challenges

Challenges refer to inhibiting factors and problems that can negatively affect policy implementation.

- * to ensure that the position and role circuit-managers in the process of policy implementation are recognised (cf. 2.7.1, 2.7.2, 2.7.3)
- * to ensure that circuit-managers (old and new) are not rejected ((cf.2.9)
- * to appreciate the complex setting for the circuit managers (cf. 1.2)

- Session I

Session I of phase 2. In this session I of phase 2 of the actualisation of the policy implementations workshops or conference aspects to be addressed include:

- * interacting with policy objectives and goals;
- * determining focus areas to be addressed by new policy;

- * clarifying policy scope and mandates. In this point it is necessary to relate the new policy to the relevant legislation, articles and the schedules of the Constitution. This would enable one to know the extent of the policy mandates and limitations;
- * clarifying the vision and values of the organisation (cf.2.5.4.6);
- * critical competencies skills (cf.2.6.2);
- * reaching common understanding of the meaning and intention of the new policy. This is normally called the definition stage of policy implementation (cf.2.5.8);
- * establishing the basis or need of the new policy;
- * linking the new policy with other new policy to get a coherent picture. For example the linking of redeployment and rationalisation to policies on austeric measures; and equitable redistribution of resources; and
- * provision of the analytical skills to understand policy (cf.4.5)

RESOURCES

The issue of resources appear to be a crucial element to effective implementation of policy.

- * the importance of resources to policy implementation (cf.4.4);
- * realigning the existing systems and procedures to new policy; and
- * translating resources into workable plans (cf.2.5.4.7).

PHASE II

Session 1: Policy objectives

- * Focus areas
 - * Clarifying policy mandates
 - * Mission and values
-

Session 2

CONCEPTUALIZATION OF NEW POLICY

- * Basis of new policy
 - * Provision of linkage
 - * Key aspects of new policies
 - * Expected outcome
 - * Skills and battery of approaches
-

Session 3

REVIEW OF *

- * Resource identification
 - * Systems 2 procedures
 - * Implementation plans
 - * Action plans
 - * Allocation of duties
-

5.4.3 CASCADING PHASE: III (Repetition of phase II)

During this process, a collaborative and working relationship between the circuit-managers and school principals should be formed. The workshops for principals should not take days fewer than those of circuit-managers. During the phase III process, all key sessions covered in Phase II must be followed. Phase III can be viewed as an acid test for the empowered circuit-managers.

5.4.4 MONITORING, EVALUATION AND FEED-BACK: PHASE 4

This process should be viewed as an ongoing exercise happening at every level of the implementation stage. However, the final evaluation of the process should give a picture of the whole implementation process of policy. After the process, the necessary feedback should be given to all those people involved in the planning and execution of plans. It is important to note that the evaluation exercise should eventually assess whether set objectives were met.

Various methods that can be employed to evaluate the implementation process include external evaluators or internal evaluation .

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PHASE 4

Monitoring and evaluation and feedback

- * Identify backlogs
 - * offer special assistance
 - * offer appropriate rewards
 - * Administer appropriate sanction
-

REGIONAL SEMINARS

- * Looking at the success of implementation
 - * Shortcomings
 - * Lessons learned
 - * Lessons to be avoided in future
 - * Impact of policies
-

PROVINCIAL CONFERENCE

- * Assessment of the whole process
 - * Sustainable mechanism
-

5.5 SUMMARY

The new implementation policy guideline (NIPG) for the circuit-managers in the North West Province has been outlined to assist in policy implementation. The driving force behind the proposed guideline is to give the circuit-managers the necessary tool to facilitate the implementation of new policies, especially deriving the transformation period. To assist in the implementation, a broad management structure (figure 5.3) is put forward. The management structure attempts to link important structures to key role players like the educators unions.

The design and the putting into practice of a policy implementation strategy by the circuit-managers is based on a system approach, putting emphasis on the interconnectedness of structure and people. Furthermore, as reflected (figure 5.3) a powerful policy unit within the Department

is proposed. It is further proposed that such a unit be responsible for strategic planning and facilitate the putting up of appropriate structures.

Specific focus points of the developed guideline.

- The guideline is focussed on the development of policy analytical skills to assist in the broad understanding and interpretation of new policies.
- An emphasis is put on an intensive planning at the pre-implementation stage which should result into a comprehensive orientation workshops.
- The guideline also proposed the allocation of resources to policy implementation as a means of support.
- The benefits of the new implementation policy guideline can be seen in the improved implementation of new policies, thus reducing wastage which is normally associated with failed implementation.

The next chapter (6) deals with summary, findings, recommendations and conclusion.

CHAPTER 6

SUMMARY, FINDINGS AND RECOMMENDATIONS

6.1 INTRODUCTION

In this chapter, a brief summary of the previous chapters of the study is presented. This is followed by the major findings of both the literature review and the empirical study. Furthermore, a set of suggestions and recommendations for the improvement of the roles of circuit managers in policy implementation in the school system as well as ways of overcoming challenges is provided.

6.2 SUMMARY

In chapter 1, the background to the study was discussed and the problem of the research study identified. The research aims were stated from both the theoretical and empirical perspectives and the methodology of realising these aims was given. In addition to this, a division according to chapters was done. The chapter concluded with a discussion of related research.

Chapter 2 provided the conceptualisation of the related terms such as policy development, policy analysis as well as concepts closely related to management. This was done with the view of coming up with an inclusive and more acceptable definition. The chapter further looked at the relationship between policy analysis and policy implementation with the aim of finding out how the two processes can be linked in order to ensure common understanding between policy development and policy implementation.

The chapter further highlighted various strategies or models that can be applied to ensure effective implementation of policy. In this regard, some models such as the strategic management, cascading and Denzo model for implementation were cited out as the models that take into account most of the aspects needed for effective implementation, such as resources, skills,

strategies and training. Finally, in this chapter, the role of policy implementors from both developed and developing countries is discussed.

From literature studies, in both developed and developing countries, it emerged that policy implementers like superintendents of schools enjoyed the recognition of the Department (cf. 2.7). Some of the superintendents are mainly involved in both policy development and policy implementation within the education department. However, in South Africa, literature review revealed little progress in an attempt to clarify the role of the circuit manager in the system. In chapter 3 and 4, the empirical aspects of the study were presented. The aspects discussed among others, included the design of the study, population sample, method of gathering data, advantages and disadvantages of the questionnaire as a research instrument, pilot study, administrative procedures and statistical techniques used in the analysing and interpretation of the empirical data.

Some of the responses obtained from the questionnaires were presented in the tables showing frequencies, percentages and mean scores. This is followed by additional comments from the questionnaire and the summary of the chapter.

Chapter 4, the empirical investigation revealed concern expressed by the respondents as part of additional information, the role played by the educator unions in policy implementation in the new South Africa and in the North West Province. It is clear from the consulted literature that circuit managers in South Africa and the North West Province may face challenges different from the ones experienced in some developed countries like USA. For example, the renewal of contract of the superintendents of schools by the education board depends mainly on the effective performance.

In chapter 4, with particular reference to comments around the acceptance and relationship of the circuit manager, the empirical investigation revealed that the magnitude of challenges facing policy implementers in developed countries may not be the same for circuit managers in a different political and cultural set-up like the North West Province. For example, it is clear that the role of circuit managers in policy implementation is not recognised nor supported and there appears

to be a lot of intimidation to the circuit managers by the educators unions. However, the contextualisation of this problem seems to be political as revealed in chapter 2 (cf.2.9).

Chapter 5 deals with the development of the new policy Implementation guideline for the circuit-managers. The development of a guideline was guided by literature review and the results of an empirical investigation conducted in chapter 3 and 4. The importance of re-orientating policy implementers in the implementation strategies was highlighted in the literature study. Pertinent factors essential to effective implementation which emerged from the literature review formed the ground for the formulation of the new policy guidelines for the circuit-managers in the North West Province.

Level to the critical needs of new policies in the transformation of the education system, an effective implementation model to assist policy implementation become imperative. However, due to the complex nature of policy implementation process and the various role-players involved a comprehensive but simple guideline was developed (cf. 5.4). The New Policy Implementation strategy for the circuit-managers functions at various levels, from strategic level to operational level of the system. Furthermore, the proposed management structure provided (cf. 5) puts a lot of emphasis on system approach which calls for mutual support and collaboration among role-players and policy implementers.

From this study, there are important findings in each section that are key to the capacity building of circuit managers and the effectiveness of performance thereof.

6.3 RESEARCH FINDINGS

6.3.1 FINDINGS OF RESEARCH AIM 1

Findings with regard to Aim 1 (cf. 1.3) which is to determine from literature between policy development, policy analysis and policy implementation were made as follows:

- * Policy is defined as a highly complicated concept, how governments or organisations attempt to regulate the activities by formulating policy;
- * Policy is conceptualised as a purposive cause of action based on the currently acceptable societal values followed in dealing with a particular problem or matter of concern and predicting the state of affairs which will prevail when that purpose has been achieved (cf. 2.2.4);
- * There are several terms which are related to the definition or explanation of the term policy, such as policy as a specific proposal, as decisions of government, as formal authorisation and policy as a text, but each of these words defines policy from a particular perspective, like the traditional view of policy (cf. 2.2.4).
- * Definition such as policy which employ terms such as policy is both a process and a product, both text and action, words and deeds, it is what is enacted as well as what is intended that highlights the complexity and dynamism of the policy process;
- * Policy making or policy analysis cannot be viewed as the end of the policy process, policy implementation is part and parcel of the whole policy process or development. The policy process is only complete when it has reached the implementation stage. This implies that there is an inherent relationship among the three stages of the policy process, namely, development, analysis and implementation. Research studies pay particular attention to the deep understanding of these stages to ensure effective practice of policy. The understanding of this relationship may enhance effective policy implementation. Added to this, within the scope of implementation, there are important elements such as evaluation and feedback which are very key to effective implementation;
- * A new way of thinking and doing things. A change of mindshift would allow the leader to have new ways of thinking and doing things holistically which can be ecological thinking (cf. 2.6.3);

- * Ecological thinking which is based on the fundamental shift of perception from the world as a machine to the world as a living system. In brief, during transformation, the ecological leadership role become pronounced (cf. 2.6)
- * During transformation, the leader has to perform the role of system thinking that involves shifting attention from the parts to the whole, from objects to relationships, from hierarchies to network (cf. 2.6);
- * Leading people in a new direction means reshaping their views of the world. It means replacing what you have wiped out with a new coherent and energising vision of what you believe the future can and should be (cf. 2.6);
- * During the transformation process, the leader has to play the four main roles, namely, create vision, create an atmosphere of trust, scanning the environment for threats and developing employees (cf.); and
- * The leader has to continue to run the business as effectively and efficiently as possible but at the same time has to change the business of doing things differently (cf. 2.6)

6.3.2 FINDINGS OF RESEARCH AIM 2

Findings with regard to the empirical investigation (research aim 2) which is to determine empirically the role and challenges of the circuit managers in the implementation of policy, the following findings were made.

- * The empirical investigation revealed that circuit managers in the North West Province (South Africa) do play a role in the implementation of new policies, by interacting with principals and stakeholders (cf. 4.6); and
- * The study further revealed that circuit managers play a role in policy implementation by training principals and school governing bodies. For instance, during the implementation

of South African Schools Act, 68,1% of principals believed that circuit managers were successful (cf. 4.7.1)

6.3.3 FINDINGS ON RESEARCH AIM 3

Findings with regard to the empirical investigation (research aim 3 which is to determine empirically the essential expertise and skills needed for effective policy implementation, the following findings were made:

- * Analytical knowledge : This factor has been identified by circuit managers as an important skill that helps in policy contextualisation and understanding. This means that policy analysis demands this skill in order for one to implement policy well.
- * Relationship knowledge : As reflected in table 4.4 the following findings were made : (a) building relationships between principals and educators, (b) mutual respect between principals and communities (c) sense of trust and respect between principals and educator unions, are challenges that needed certain expertise to build relationship between stakeholders (cf. 4.4.1 and 4.5.1).
- * Facilitation knowledge : The skill to facilitate policy implementation during meetings and training has been identified as one of the keys to effective policy implementation (cf. 4.4.1); and
- * Technical knowledge : It is discovered that for one to implement policy, one has to have clear knowledge of policy. This essential knowledge of policy would help in the effective implementation. Lack of this technical knowledge has been identified as a challenge for circuit managers (cf. 13.2.4)

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6.3.4 FINDINGS ON RESEARCH AIM 4

With regard to aim 4, namely to develop guidelines for the implementation of policy for circuit managers, the following findings were made:

- * The implementation of policy should take into account the understanding of the whole policy process, namely to develop and analyse stages of policy process;
- * There are a number of factors and essentialities that must be borne in mind in order to ensure effective implementation of policy. These factors range from resources to strategies of policy implementation;
- * A comprehensive empowerment programme on policy implementation intended to re-orient managers to implement new policy, should take into account the vision and objective of the policy, the value system, the complex environment under which policy is developed and implemented;
- * A battery of strategies or models for policy implementation should be thoroughly exposed to policy implementers. A new policy implementation guideline by the circuit-managers is provided (cf. 5.3); and
- * The implementation guideline is intended to assist circuit-managers in policy implementation in order to ensure successful implementation that can result in effective and efficient provision of educational service.

6.4 **RECOMMENDATIONS**

6.4.1 **RECOMMENDATION 1**

A focussed attention should be paid to both the professional and political development of both new and old circuit-managers with particular emphasis on the effective implementation of new policies.

MOTIVATION

Very little re-orientation is done to support circuit-managers to deal effectively with challenges associated with transitional period and the transformation of education. Circuit-managers whether new or old need to be seen to be effective in the discharge of their duties. However, without a repertoire of skills pertaining to implementation strategies, quality and effective education for the South Africans will remain a distant dream.

6.4.2 RECOMMENDATION 2

Circuit-managers as policy implementers should not only be involved in policy implementation, but should also be exposed to the process of policy development. This can be done by exposing them to meetings, forums, workshops and conferences dealing with policy deliberations and debates. Furthermore a deep understanding of policy stages like the green paper, white paper, bill or acts should be acquired by these executive officials. During policy discussions, a close relationship between policy development and implementation should be highlighted.

6.4.3 RECOMMENDATION 3

One way of ensuring effective implementation of new policies especially during the political transition is to have clear job descriptions of circuit-managers and their specific role in policy implementation, monitoring and evaluation. Furthermore, the practice of assying a circuit-manager and a typist only to the circuit-office to serve ±60 schools should be discouraged.

MOTIVATION

The successful management development of circuit-managers and the effective implementation of transformation policies can be attained if the Department of Education can offer re-training programmes in policy implementation and avail the resources. Furthermore, the support to managers in the form of resources and time should be skilfully combined with pressure or section in order to bring a sense of accountability. Finally, a final balance between the role of monitoring

and training principals of schools should be drawn. This will assist in reducing the workload of circuit-managers

6.4.4 RECOMMENDATION 4

Ways of dealing effectively with challenges encountered by circuit-managers during policy implementation is to create a working environment where circuit-managers can be supported with resources, delegation of authority and training in policy or project implementation.

MOTIVATION

The morale of circuit-managers is at its lowest ebb, other managers are either taking early retirement or voluntary severance package. This has given way to low productivity on the part of the school system as shown by poor results, and high level of ill-discipline among educators. This indication seriously question the capacity and authority of educational managers. The management of circuits should be given enough authority to oversee the school system. Furthermore, a clear distinction between negotiable issues and non-negotiable issues should be brought to the attention of the educators unions. In this regard, pointing out the obligation of the Department to deliver educational programmes without hindrance. Added to this, all attempts should be made to forge partnerships and cordial relationship between the departmental officials and the educators unions.

6.4.5 RECOMMENDATION 5

To maximise effective implementation of new policies, circuit-managers and policy implementation at the different levels of the Department should be empowered by undergoing through special courses dealing with policy management and implementation. Furthermore, strong policy units at head-office and district level should be set-up to assist circuit-managers in policy implementation. Finally the Department of Education should establish formal links with the Universities policy units to design special degree or diploma courses for circuit-managers

MOTIVATION

Current circuit-managers need to have a deep understanding of the responsibility of overseeing and directing the provision of educational service in the circuits. To assist them in carrying this heavy responsibility, their technical, social and political skills need to be enhanced. Critical competence skills like relationship building, analytical, negotiation, role versatility and lobbying are crucial to effective management of policies. Therefore the acquisition of these critical skills by circuit-managers should not be left to chance.

6.5 CONCLUSION

This study has revealed the nature of the challenges experienced by circuit-managers whenever they have to deal with the implementation of new educational policies. Democratic approach coupled with the application of the new policy implementation guideline can be very effective in solving problems of ineffective or lack of implementation of new policy. In other words, if circuit-managers as policy implementers could adopt an appropriate approach and use the proposed new policy guideline as a management tool, the support and co-operation of major stakeholders could be attained for the benefit of quality educational service in whole circuit and the school community. The final objective and transformation policies in South Africa is to bring visible change, equity and quality education.

Effective re-orientation of circuit-managers in the implementation of new policies should be seen as revitalising and re-engineering service delivery.

Furthermore, the factors associated with the lack of progress in the implementation of policy by educational managers like circuit-managers could be an interesting field for further study. The new educational dispensation in South Africa puts a lot of emphasis on partnership and consultation in policy implementation. In the light of this, most of the challenges of the circuit-managers in policy implementation could be made easier if a deeper look is taken at re-examining the courses of tension between circuit-managers and educator unions, which normally results in set-ins, rejections, hostage takings and boycotts. Consequently, this could be an interesting future

research study to give further understanding into the dimension of implementation at circuit level. Added to this, another aspect of investigation which could be researched at the implementation skills training could be for circuit-managers in the North West Province of South Africa. It is believed that such a course would find solution to problems associated with policy implementation like misinterpretation of new policies.

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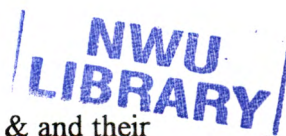
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APPENDIX A

NORTH WEST PROVINCE

ENQ: A. SEAKAMELA

TEL: (018) 3873402

OFFICE OF THE
DEPUTY DIRECTOR-GENERAL
DEPARTMENT OF EDUCATION
PRIVATE BAG X2044
MMABATHO
2735

MR I.S. MOLALE

P. O. BOX 5213

MMABATHO

2735

PERMISSION TO CONDUCT RESEARCH

Permission is hereby granted for you to conduct research in all circuits and some schools in the field of your study.

It is requested that you will make your final report and recommendations available to this Department.

Your sincerely

.....
ACTING DEPUTY DIRECTOR-GENERAL

APPENDIX B

Enq. : Mr I S Molale P O Box 5213
Tel : (018) 3873411 (w) **MMABATHO**
(018) 3861649 (h) 2735
Fax : (018) 3874097

25 February 1999

TO WHOM IT MAY CONCERN

The attached survey instrument concerned with the roles of circuit managers in the implementation of transformation is part of a study carried on for M.Ed. Degree in Educational Management.

This project is primarily concerned with the actual management roles of circuit managers in the implementation of new education policies intended to transform the system.

I am particularly desirous in obtaining your response because as a Master student, your contributions will assist in determining the actual roles of circuit managers in effective policy implementation. This information will contribute significantly towards solving some of the challenges/problems experienced by policy implementers.

The average time required to complete the questionnaire is approximately 12 minutes.

It will be appreciated if you can complete the attached questionnaire and return it on or before 25 November 1998. Be totally honest in your reply having consulted no one in this regard. I would welcome any comments that you wish to make concerning any aspects of policy implementation not sufficiently covered in the instrument.

Your response in this regard would be highly appreciated.

Lastly, the researcher commit himself to send you a summary of the research if you so wish.

Thank you for your co-operation.

Yours faithfully

.....

I.S. MOLALE

APPENDIX C

UNIVERSITY OF NORTH WEST MMABATHO

CIRCUIT MANAGERS QUESTIONNAIRE

This is not a test, but a questionnaire which forms part of a research project to identify the managers roles of Circuit Management in the implementation of transformation policies. Your contribution is of great importance. The information provided will be treated in strict confidence in all instances.

Please indicate your response to each question by crossing (x) in the appropriate block.

SECTION A:

BIOGRAPHICAL DATA AND BACKGROUND INFORMATION

INSTRUCTION: Please indicate your response to each question by making a cross (x) in the appropriate box.

1. What is your age category in years?

1.1	Below 30	1
1.2	30-34	2
1.3	35-39	3
1.4	40-44	4
1.5	45-49	5
1.6	50-54	6
1.7	55-59	7
1.8	60 and above	8

NWU
LIBRARY

2. What is your sex?

2.1	Male	1
2.2	Female	2

3. What is your highest qualification (i.e. academic and professional)? (Choose only one answer)

3.1	Std 10 plus 1 year teachers Diploma	1
3.2	Std 10 plus 3 year Diploma	2
3.3	Std 10 plus 4 year Diploma	3
3.4	Std 10 plus a degree	4
3.5	Honours degree of B.Ed	5
3.6	Masters degree	6
3.7	Doctorate	7
3.8	Other (specify)	8

4. What position did you hold immediately before a circuit manager's post?

4.1	Teacher	1
4.2	Lecturer	2
4.3	H.O.D.	3
4.4	Deputy Principal	4
4.5	Principal	5
4.6	Subject Advisor	6
4.7	School-Inspector	7
4.8	Other (specify)	8

5. For how long have you been a Circuit-Manager/Inspector of schools?

5.1	0-3 years	1
5.2	4-6 years	2
5.3	7-9 years	3
5.4	10 years	4

DEMOGRAPHIC ASPECTS

6. What is the settlement type of your circuit? (Choose the settlement type of your circuit by making a cross (x) in the appropriate box below).

6.1	Rural	1
6.2	Urban	2

6.3 Complete the following table by filling in the missing data.

NO	DISTRICT	TOTAL NO OF SCHOOL	NO OF SECONDAR Y SCHOOLS	PRIORI TIES	EDUCATORS	LEARNERS
6.3.1	Atamelang					
6.3.2	Brits					
6.3.3	Klerksdorp					
6.3.4	Lichtenburg					
6.3.5	Mabopane					
6.3.6	Mafikeng					
6.3.7	Mothibistad					
6.3.8	Potchefstroom					
6.3.9	Rustenburg					
6.3.10	Temba					
6.3.11	Vryburg					
6.3.12	Zeerust					

6.4 As a circuit manager confirm the availability or non-availability of the following key resources in your circuit office (put a cross [X] next to yes/no).

6.4.1	As a circuit manager do you have enough support staff? (e.g. messenger, labour staff.	Yes	No
6.4.2	Do you have fax machine in your office	Yes	No
6.4.3	Is there a telephone line in your office	Yes	No
6.4.4	Are there enough vehicles in your circuit	Yes	No
6.4.5	Do you have a secretary in your circuit office?	Yes	No
6.4.6	Do you have enough papers to photocopy and issue circulars to your schools?	Yes	No
6.4.7.	Do you have e-mail facilities	Yes	No

SECTION B:

CHALLENGES FACING CIRCUIT MANAGERS IN THE IMPLEMENTATION OF LABOUR AGREEMENTS EMANATING FROM THE EDUCATION LABOUR RELATION COUNCIL.

In your view, how important, are the following factors or issues in facilitating policy implementation? Use the scale below by placing a cross (x) next to the number that best express your view.

7. Relationship and acceptance

1	2	3	4
Not important	Less important	Important	Very important

7.1	To build mutual relationship between school principals and educators	1	2	3	4
-----	--	---	---	---	---

7.2	To build mutual respect between principals and the communities	1	2	3	4
7.3	To build a sense of trust and respect between principals and unions	1	2	3	4
7.4	To be seen as impartial by stakeholders	1	2	3	4
7.5	To be respected as an educationist	1	2	3	4
7.6	To be regarded as a mentor	1	2	3	4

8. The implementation of policy requires certain essential knowledge and expertise. By using the scale below, place a cross (x) next to the essential needed for effective implementation.

1	2	3	4
Not Important	Less Important	Important	Very Important

8.1	Confidence in interpreting policies	1	2	3	4
8.2	Empowered to take policy decisions	1	2	3	4
8.3	Expected to do more with less resources	1	2	3	4
8.4	Expected to implement new policies without training	1	2	3	4
8.5	Understanding the ideology of certain policy decisions (e.g. free and compulsory education)	1	2	3	4
8.6	Separating politics from education	1	2	3	4

9. Effective policy implementation and management

Effective policy implementation and management more or less requires an understanding of the objectives and aims of the policy, the context of the developed policy and factors. Which can either enhance or hinder effective implementation by using the given scale indicate to what extent do you agree / disagree with the following items:

Management of the policy implementation process

1 = disagree 2 = disagree strongly 3 = agree 4 = agree strongly

9.1	Democratic policies will always demand democratic approach	1	2	3	4
9.2	Implementation of policies is as equally important as policy development (time, money)	1	2	3	4
9.3	Adequate understanding and planning is needed to ensure effective implementation of policy	1	2	3	4
9.4	The views of the clients/stakeholders are not critical towards successful policy implementation	1	2	3	4
9.5	New policies would more or less need appropriate structures and skills and resources	1	2	3	4
9.6	Giving managers authority and resources can enhance effective implementation of policies	1	2	3	4
9.7	The test of policy lies in its implementation	1	2	3	4

SECTION C

Choose the appropriate response by ticking TRUE/FALSE

10.1 Adopting a flexible approach in implementing new policies is very important.
TRUE/FALSE

10.2 Give reasons for your answer

.....

.....

.....

11.1 The best way of overcoming a powerful group which is opposing changes is through involvement and negotiation with such a group. TRUE/FALSE

11.2 Give reasons for your answer.....

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

12.1 Transformation (change) does not just happen, it needs to be led by change managers (agents) who is innovative, credible and knowledgeable. TRUE/FALSE

12.2 Give reasons for your answer

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

SECTION D

The role of management in effective policy implementation is crucial, especially in education, where policy implementers are often delegated by the department. Respond to the following questions by expressing your opinions.

13.1 In your view, what do you consider as the role of the circuit managers in the implementation of educational change/transformation?

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

13.2 In your views, what are the challenges in carrying out the roles in 13.1?

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

13.3 Suggest ways of improving the roles of circuit managers in the implementation of policies.

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

13.4 Circuit managers as policy implementers should be central in the department of the departmental vision and mission. Your views.

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

KINDLY RETURN THIS QUESTIONNAIRE DULY COMPLETED TO THE RESEARCHER AT YOUR EARLIEST CONVENIENCE. THE RESEARCHER WOULD LIKE TO THANK YOU VERY MUCH FOR DEVOTING YOUR PRECIOUS TIME. I HOPE IT WILL BE BENEFICIAL TO US ALL.

APPENDIX D

Enq: Mr I S Molale
Tel: (018) 3873411 (w)
(018) 3861649 (h)
Fax: (018) 3874097

P O Box 5213
MMABATHO
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27 February 1999

TO WHOM IT MAY CONCERN

The attached survey instrument concerned with the roles of circuit managers in the implementation of transformation is part of a study carried on for M.Ed. Degree in Educational Management.

This project is primarily concerned with the actual management roles of circuit managers in the implementation of new education policies intended to transform the system.

I am particularly desirous in obtaining your response because as a Master student, your contributions will assist in determining the actual roles of circuit managers in effective policy implementation. This information will contribute significantly towards solving some of the challenges/problems experienced by policy implementers.

The average time required to complete the questionnaire is approximately 12 minutes.

It will be appreciated if you can complete the attached questionnaire and return it on or before 19 November 1998. Be totally honest in your reply having consulted no one in this regard. I would welcome any comments that you wish to make concerning any aspects of policy implementation not sufficiently covered in the instrument.



Your response in this regard would be highly appreciated.

Lastly, the researcher commit himself to send you a summary of the research if you so wish.

Thank you for your co-operation.

Your faithfully

.....

I S MOLALE

APPENDIX E

QUESTIONNAIRE FOR PRINCIPALS

CONFIDENTIAL

The researcher wants to determine the roles of circuit managers in the implementation of new education policies. The questions aim to find out what different people think about the roles of circuit managers in the implementation of transformation policies.

You do not have to fill in your name and your answers will be completely confidential. No one will know what you answered, and it is important that you answer the question truthfully.

SECTION A

BIOGRAPHICAL DATA AND BACKGROUND INFORMATION

Please indicate your response to each question by making a cross (x) in the appropriate box.

1. What is your age category in years?

2.1	Below 30	1
2.2	30-34	2
2.3	35-39	3
2.4	40-44	4
2.5	45-49	5
2.6	50-54	6
2.7	55-59	7
2.8	60 and above	8

2. What is your sex?

2.1	Male	1
2.2	Female	2

3. What is your highest qualification, i.e. (academic and professional)?

3.1	Std 10 and 2 year Diploma	1
3.2	Std 10 and 3 year Diploma	2
3.3	Std 10 and 4 year Diploma	3
3.4	Std 10 and 4 year Diploma	4
3.5	Std 10 and Degree	5
3.6	B.Ed/Honours Degree	6
3.7	Masters Degree	7
3.8	Doctorate	8
3.9	Other(specify)	9

4. What position did you hold immediately before a principalship post?

4.1	Educator	1
4.2	Lecturer	2
4.3	Deputy-Principal	3
4.4	Principal	4
4.5	Subject-Advisor	5
4.6	School Inspector	6
4.7	Other (specify)	7

5. For how long have you been a school principal?

5.1	0-3	1
5.2	4-6	2
5.3	7-9	3
5.4	10 years and more	4

DEMOGRAPHIC ASPECTS

6. Settlement type of your school. Where is your school physically located?

6.1	Rural	1
6.2	Urban	2

SECTION B

Issues/challenges facing Circuit-Managers in implementing new policies from the Education Labour Relations Council (ELRC). In your views, how important are the following factors/issues very important or less important to Circuit Managers in implementing new policies?

INSTRUCTIONS: Use the scale below by crossing (x) next to the number that best expresses your view.

1	2	3	4
Not important	Less important	Important	Very Important

QUESTION 7

RELATIONSHIP AND ACCEPTANCE BETWEEN AND AMONG EDUCATION STAKEHOLDERS IS VERY CRUCIAL TOWARDS EFFECTIVE IMPLEMENTATION

7.1	To build mutual relationship between school principal and educators	1	2	3	4
7.2	To build mutual respect between principal and communities	1	2	3	4
7.3	To build a sense of respect and tolerance between principals and teachers' unions	1	2	3	4
7.4	To be seen as impartial by stakeholders	1	2	3	4
7.5	To be respected as an education manager by stakeholders	1	2	3	4
7.6	To be regarded as a mentor by school principals	1	2	3	4

POLICY IMPLEMENTATION

QUESTION 8

THE IMPLEMENTATION OF POLICY REQUIRES CERTAIN SKILLS, ESSENTIAL KNOWLEDGE AND EXPERTISE. BY USING THE SCALE BELOW, PLACE A CROSS (X) NEXT TO THE ESSENTIALLY NEEDED FOR EFFECTIVE IMPLEMENTATION

1	2	3	4
Not important	Less important	Important	Very important

8.1	Confidence in interpreting new education policies	1	2	3	4
8.2	Empowered to take policy decisions (like appointing teachers)	1	2	3	4
8.3	Expected to do more with less resources	1	2	3	4
8.4	Expected to implement new policies without training	1	2	3	4
8.5	Understanding the ideology behind certain policy decisions (like free and compulsory education)	1	2	3	4
8.6	Separating politics from education decisions	1	2	3	4

QUESTION 9

Listed below are some statements relating to your experience as a principal. Kindly indicate to what extent you agree with each statement by putting a cross (x) to the number which corresponds with your answer or view

9.1	During meetings Circuit Manager always tells us how to implement new policies	Agree Strongly	Agree	Disagree	Disagree Strongly
9.2	He/She displays a knowledge and expertise on implementation strategies for policy				
9.3	He/She has adapted well as facilitator of change in the new department				
9.4	Circuit manager always stresses the importance of stakeholders				
9.5	Circuit manager always ask us how to implement new policies				
9.6	He/She shows a flexible approach in policy implementation				
9.7	The circuit manager always tells us exactly how to introduce new policies				

SECTION C

QUESTION 10

In your opinion to what extent is the Circuit-Manager successful in terms of the following: Place a cross (x) next to the appropriate response

10.1	Involving school principals in the decision making process	1	2	3	4
10.2	In providing information on new development and policies on regular basis	1	2	3	4
10.3	In the implementation of the new Acts (e.g. SASA 1996)	1	2	3	4
10.4	In maintaining labour-peace and discipline in the schools	1	2	3	4
10.5	In developing a positive professional support to school principals	1	2	3	4
10.6	In monitoring the effectiveness of the school regularly	1	2	3	4

Key 1 = not successful, 2 = less successful, 3 = successful, 4 = very successful

SECTION D

QUESTION 11

Choose True/False as your response to the following statements.

- 11.1 Circuit Managers are better informed on new labour relation policies than teachers' unions.
- 11.2 Circuit managers are not given enough support by top management in their work.
- 11.3 The roles of circuit managers are not clearly defined in the new education department.

QUESTION 12

12.1 In your view, what do you consider as the role of Circuit Manager in the implementation of education change/transformation

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

THE RESEARCHER WOULD LIKE TO THANK YOU VERY MUCH FOR DEVOTING YOUR PRECIOUS TIME. I HOPE IT WILL BE BENEFICIAL TO US ALL.