

CHAPTER 4

MANAGEMENT DEVELOPMENT PRACTICE: AN OVERVIEW OF SOME INTERNATIONAL AND NATIONAL APPROACHES

4.1 INTRODUCTION

The success and effectiveness of any school-based management development programme depends upon the approach within which it is implemented. This chapter explores some management development approaches both internationally and nationally.

4.2 MANAGEMENT DEVELOPMENT APPROACHES IN SOME DEVELOPED COUNTRIES

4.2.1 Introduction

Countries like the United States of America (USA) and the United Kingdom (UK) are at an advanced stage of management development provision for school managers. An overview of management development approaches in these countries is exposed in this section.

4.2.2 Management development in the United Kingdom (UK) with reference to England and Wales

4.2.2.1 *Historical background*

Prior to 1990, management development programmes were traditionally provided by Higher Education Institutions (HEIs) and Local Education Authorities (LEAs) (Arthur & Welton, 1997:82). Ouston (1998:317) propounds that in the 1970s and early 1980s, the Inner London Education Authority offered programmes for people seen to have headship potential, and the context thereof was one of strong local administration. Earlier, the first national programmes were provided on a regional basis by the Department of Education Science (DES) and Her Majesty's Inspectorate Committee on the Organisation, Staffing and Management of Schools (COSMOS). These programmes focused mainly on managing teaching and learning (Ouston, 1998:317).

In 1983, the National Development Centre for School Management (NDC) was established to support school management training and was later briefed to promote management development and training (Wallace & Hall, 1989:164; Bolam, 1990:39).

Blackburn *et al.* (1991:14) postulate that the overall purpose of the NDC approach was to enable head teachers, deputy head teachers and senior managers to develop the vision, concepts, confidence and competence to make it easier for them and their organisations to manage change effectively. Management development and training was however *ad hoc* and unsystematic and there was therefore a need for systematic and effective preparation for headship (Lodge, 1998:348).

In 1998, the *Education Reform Act* was designed to bring about changes in the education service with the main thrust being to shift the balance of power and responsibility from LEAs to individual schools and the governing bodies (Arthur & Welton, 1997:88). This implied the delegation of management decisions and devolution of real powers and responsibilities to schools. Under this new direction, both head teachers and school governors needed training to fulfil new responsibilities.

Subsequently, the DES abandoned the NDC as a mechanism for determining and supporting management development and set up the School Management Task Force (SMTF) which had to report school management development needs, current activities and propose practical measures for improvement (Arthur & Welton, 1997:89). The SMTF worked collaboratively with regional consortia of LEAs to promote more effective control over management training by schools and more accessible provision of flexible and practical forms of training and support (Bolam, 1997:272).

The SMTF was disbanded in 1992 and the Teacher Training Agency was set up in 1994 to oversee all stages of teacher development.

Management development in the UK is currently provided by various concerns.

4.2.2.2 *Current management development provision*

The Teacher Training Agency

The Teacher Training Agency (TTA) was established by the *Education Act 1994* with an aim of funding teacher training, accrediting providers for initial training for school teachers, provide information and advice about teacher training and commission research in order to improve standards of teaching and teacher training (Arthur & Welton, 1997:89). The TTA intended to introduce national standards of excellence, focussing on newly qualified teachers, expert teachers in subject leadership and management and experts in school leadership and management (Arthur & Welton, 1997:90).

In 1995, the TTA introduced the Headteachers' Leadership and Management Programme (HEADLAMP) to provide training for newly appointed heads (Bush, 1998:326). HEADLAMP introduced the notion of a competence-based approach to defining qualities required by effective heads.

In 1996, the TTA introduced the National Professional Qualification for Headship for aspiring heads with the first cohort of NPQH candidates beginning work in 1997. Bush (1998:326) postulates that the NPQH separates training and assessment. It begins with a needs assessment, which implies that the aspirant head is deemed to be ready in certain aspects while needing training in other aspects of headship. The NPQH comprises a compulsory module on strategic leadership and accountability for all candidates. When the training is complete, the aspirant head is assessed finally and, if successful, is awarded the NPQH (Bush, 1998:327; Collarbone, 1998, 339).

The training and development of the TTA is organised around five key areas of headship, *viz.* (Lodge, 1998:349):

- Strategic direction and school development;
- Teaching and learning;
- Leading and managing staff;
- Effective and efficient staff and resources deployment; and
- Accountability.

The TTA therefore seeks to work closely with schools, higher education institutions and with the main professional associations like the Secondary Heads Association, the National Association of Headteachers, the National Union of Teachers, the National Association of Schoolmasters/Union of Women Teachers and the Professional Association of Teachers.

The Local Education Authorities

Local Education Authorities (LEAs) provided most short courses of professional development for staff in schools (Legotlo, 1994:136). The North West Educational Management Centre is an example of a consortium of all the LEAs in the Northwest of England and the LEAs basically controlled the centre.

In 1988, the *Education Reform Act* changed the role and responsibilities of LEAs substantially for all aspects of school education including management development strategies (Arthur & Welton, 1997:90). LEAs play an advisory role to schools. Management functions are the responsibility of the TTA and schools. This is necessitated by the shift of power and responsibilities from LEAs to individual

schools and their governing bodies (Arthur & Welton, 1997:88).

Schools

Arthur and Welton (1997:91) posits that the major responsibility for carrying out management development has been devolved to individual schools where they can plan this within their own devolved budgets as well as take part in a framework of provision resourced centrally to meet state determined priorities. This means that since schools manage themselves locally, the governing bodies decide on school policy and produce an annual school development plan setting out aim and key priorities for the school. The training of staff and managers is thus linked to the school development plan (cf. Arthur & Welton, 1997:92). According of this, every school devotes five “closure” days per annum to development work including INSET.

Higher Education Institutions

Higher Education Institutions (HEIs) include universities and colleges. Arthur and Welton (1997:93) propound that HEIs offer the following management development opportunities:

- Courses leading to first degrees and masters level qualifications.
- Doctorate programmes of which the Doctor of Education (EdD) is a modularised course taught to senior education professionals.
- Short courses such as management skills, curriculum development and coping with stress as a response to expressed needs of schools.

Professional Associations and Trade Unions

Arthur and Welton (1997:120) explain that the Secondary Heads Association (SHA) and the National Association of Head Teachers (NAHT) are registered HEADLAMP providers and run workshops and courses.

The NAHT runs the HEADLAMP Self Assessment Workshops and HEADLAMP training modules while the Secondary Heads Association runs the HEADLAMP programme with three elements, viz. the assessment process of NEAC, short courses designed to develop knowledge and skills and consultancy to help manage organisational change. The SHA and NAHT run training courses for aspiring head teachers, deputies and middle managers.

Non-governmental organisations (NGOs)

Arthur and Welton (1997:121) advance that there are four NGOs involved in management development of which the key provider is the Action for Governors Information and Training Organisation (AGIT). AGIT aims to promote quality training, development and information dissemination for schools governors. The relevance to management development is deduced from the courses AGIT presents, viz., *Governors and Teachers Together* and, *Planning for Action After Inspection*. These activities would obviously and essentially include the school management teams.

The private sector

Management training by the private sector ranges from consultancy firms like Ernst and Young Business Training Consultants and the Industrial Society to the Society for Education Consultants which represents individual consultants like Her Majesty's Inspectorate (HMI), LEAs or HEI staff (Arthur & Welton, 1997:121).

4.2.2.3 *Types of management development provision*

Provision for head teachers

Professional management development for serving head teachers currently include short course training, assessment centres and head teacher mentoring.

Short courses for head teachers have been linked to the HEADLAMP scheme for the training of first time heads. These courses address the ability to give a clear sense of direction and purpose in order to achieve the school's mission and inspire staff and students alike, planning and managing resource provision, selecting and managing staff, liaising with partners, the local community and other organisation and institutions (Arthur & Welton, 1997:108). Some courses provide induction programmes, mentoring schemes and ongoing support. Typical HEADLAMP programmes provide needs analysis, individual development plans and accredited training modules such as leadership and financial management (Arthur & Welton, 1997:109).

Assessment centres provide individuals a means to learn about their skills and development needs through a series of assessed tasks and work as a key to development and training in relation to education management (Arthur & Welton, 1997:109). The National Education Assessment Centre (NEAC) is one such centre and was set up with the SHA.

Arthur and Welton (1997:110) explain that in assessment centres, assessors collect evidence about participants' competence through observation and discussion and their findings are discussed with participants in order to formulate a support programme agreed upon with school governors and supported by a mentor.

The NEAC aims to assess the skills and abilities needed for successful leadership in education so that head teachers and other senior and middle managers can identify simple and achievable strategies for development.

Head teacher mentoring is a scheme whereby new head teachers are paired with experienced head teachers in order to gain advice and support during the challenging first years of headship. New headteachers can volunteer for the scheme that is organised by the LEAs and funded by central government (Arthur & Welton, 1997:110). Mentors are volunteers, though some are actively encouraged to participate.

The mentoring process includes a formal link lasting about 12 months, which is sometimes extended informally. There is an agreed pattern of subsequent meetings, often half termly, and a jointly agreed agenda which often focuses on specific problems initially and then broadened to cover more general aspects of management (cf. Arthur & Welton, 1997:112).

Provision for aspirant head teachers

A system of training for aspirant head teachers, normally deputy heads aspiring to headship, which involved attending a Regional Assessment Centre was introduced by the TTA. The NPQH is discussed elsewhere (4.2.2.2a).

4.2.2.4 *Methods of management training and development*

Formal courses

Most Higher Education Institutions (HEIs) provide formal, award bearing courses through participatory learning. Arthur and Welton (1997:116) postulate that most courses provide a mixture of didactic and experiential methods where practical applications are encouraged through action research or research projects based on experience at work. Courses are often in modular form with a possibility of credit accumulation and transfer between HEIs. Prior and experiential learning, short courses including school based development programmes, may be recognised for credit towards a formal qualification.

Distance Learning

The Open University has advocated distance learning methods of education management. Its approach was to combine home based study with regular seminars and tutorials at locations in England and Wales (Arthur & Welton, 1997:116).

Video-based and other training materials

A number of institutions have been involved in developing training materials on education management. Examples include the Local Education Authority Project (LEAP) which worked in conjunction with the British Broadcasting Corporation (BBC) to create video films which can be used on training courses, together with written materials and detailed guidance or trainers as well as the School Management South which has produced a series of training modules which can be used by individual schools (Arthur & Welton, 1997:117).

Action Learning

Arthur and Welton (1997:17) explain action learning as a method of management development in England and Wales. They postulate that action learning is an approach that integrates the world of work and learning. Individuals work in groups on a real, major and urgent work problem and are charged with resolving it. The principal support and challenge comes from fellow participants with a facilitator guiding the group towards establishing a mode of operating and drawing the group's attention to issues that will help them to work more effectively. At subsequent meetings, the group discusses what action they took relating to the problem and what they have learned.

Industrial placements

Industrial placements, according to Arthur and Welton (1997:117), purport to ensure that education is meeting the needs of industry and enhance the management skills of educators. Two main schemes are the Head Teachers into Industry (HTI) and Understanding British Industry (UBI).

The HTI is based at Warwick University and is open to head teachers, deputy head teachers and senior education managers. Its industry secondment programme involves a six-week business and management training programme, a one year secondment to a management post in a large corporation and a one year follow-up programme of activities to ensure that participants are able to use what they have learned when they return to their schools.

UBI undertakes different activities that aim to bring teachers and business people together to improve young people's education. Apart from running a Teacher Placement Service to provide 10% of teachers every year with placements in industry to prepare students for employment, training and lifetime learning, the UBI also provides management training for head teachers.

4.2.2.5 *Lessons from the UK education management development approach*

The most significant feature of education management development in the UK, is the importance of training for head teachers. The TTA's role in this regard is very significant. This process is significant in that aspirant heads are assessed in terms of some basic management skills and compatibility, while cognisance is taken of the need for training in other aspects of leadership.

The second feature of education management development in the UK, is the decentralisation and devolution of management development programmes. While there are national and local programmes, the importance of school-level management development is recognised. Consequently, schools are supported in terms of management development at school level so that training of staff and managers is customised and linked to the school development plan.

Among methods employed in management development, industrial placements play a crucial role in linking the school's outcomes to the needs of industry. This implies that school heads are afforded opportunities to see their roles in terms of management and not merely as functions confined to the school, which are divorced from the broader management world. This should bode well for their feelings of efficacy as executives in the mould of any other manager, which should have a job-satisfying and motivational effect.

Education management training and development in the USA has undergone evolution over a lengthy period of time. The USA presents a much acclaimed and significant effort in perfection education management development. This is exposed forthwith.

4.2.3 Management development in the United States of America

4.2.3.1 *Historical context*

The United States of America (USA) has established programmes of professional development of school principals or administrators which have evolved over many years, dating as far back as the 1800s (Bush, 1998:325; Murphy, 1998:359). A

prominent feature of management development in the USA is its composition of two phases, viz., the pre-service preparation and the in-service programmes (Leithwood, 1997; cf. 4.2.3.2). Pre-service preparation receives much attention in the USA as is evident in pre-appointment preparation programmes that incorporate certification. A unique feature in the USA is that principals are required to have completed an accredited preparatory university programme in educational administration (Bolam, 1994:68).

Murphy (1998) traces principal preparation in the USA through four eras.

The *ideological era* (1820-1899) was characterised by inducing school administrators to be exemplary school leaders, with the emphasis being on eternal wisdom and overall judgement (Murphy, 1998:361-362). This elevated the administrator into something like a “clergyman” and focused on philosophy and theories about outstanding school leaders in the subject matter offered to school administrators.

In the *prescriptive era* (1900-1946), dominant American society’s social and cultural views on leadership were held up as desirable alternatives to training educational administrators. According to Murphy (1998:363) pre-service education for school executives stressed technical and mechanical aspects of administration, with an objective of training prospective administrators to understand the administration job as it was and to perform successfully in the roles they undertook.

An important feature of this era was the incorporation of human relations in co-operative educational activities, social foundation and the human factor in general by the end of this era, though preparation was still highly technical.

The *scientific era* (1947-1985) brought about a quest for a science of school administration and full professionalisation thereof (Murphy, 1998:364). Van der Westhuizen (1995d:105) remarks however, that it was in the late forties and fifties that events accelerated the development of educational management and administration with the formation of the National Conference of Professors of Educational Administration (NCPEA) in 1947 by members of the American Association of Administrators (AASA). This conference consisted of working seminars and its purpose was to bring about a higher standard of preparation and training in educational administration (Van der Westhuizen, 1995c:105; Murphy, 1998:364).

In 1950, the Co-operative Program in Educational Administration (CPEA) was created to institute changes in preparation programmes (Murphy, 1998:364). This era saw the formation of entities like the Committee for the Advancement of School

Educational Administration (CASA) in 1959 and the University Council for Educational Administration (UCEA) (Van der Westhuizen, 1995d:108; Murphy, 1998:365). In the period 1969-1970, education management development and training programmes for educational administration of which the most important were the simulated computer programmes were the most important development. There was a general move from the development of "social scientists" towards a theory approach.

The *dialectic era* beginning around 1986 is described as the present era in educational administration. Murphy (1998:366) postulates that this era is based on the notion that school leaders are responsible for the present crises in education and that they are incapable of solving problems which plague schools. The argument is that school administrators are mere managers nurturing a dysfunctional and costly bureaucracy, thus a cry for leadership in schools.

Stemming from this a number of initiatives in the USA emerged to address the call for leadership in schools. According to Murphy (1998:367) in 1985, the National Commission on Excellence in Educational Administration (NCEEA) was established. The NCEEA produced influential discussion documents on preparation for educational administration, including, *Leaders for American Schools*. These documents helped to crystallise what was wrong with the profession, extended discussions about possible solutions and provided signposts for those involved in redefining preparation programmes.

Murphy (1998:367) postulates that subsequently, the National Policy Board of Educational Administration (NPBEA) was created in 1988. The NPBEA undertook a series of activities designed to provide direction for the reconstruction of preparation programmes and for the institutional base thereof. The NPBEA released a report that outlined an extensive overhaul and strengthening of preparation programmes with recommendations that were later adopted by universities comprising the UCEA. The NPBEA began sponsoring national conferences to help professors discover alternatives in training programmes (cf. Hill *et al.*, 1994).

In 1990, the National Commission for the Principalship (NCP) published a report entitled "*Principals for our changing schools: Preparation and certification*" which attempted to unpack the functional knowledge base required by principals and this led to the updating of the knowledge base in educational administration preparation programmes (Murphy, 1998:368).

According to Van der Westhuizen (1995c:105-108) there are at present, various organisations in the USA which meet at national as well as regional levels and hold

educational conferences. The National Association of Secondary School Principals (NASSP) which has more than 30 000 members is amongst such organisations. The NASSP publishes the important NASSP *Bulletin* nine times a year and also presents courses and seminars on a regular basis mainly on educational management issues. The most important development within the NASSP was the successful launching of their "Assessment Centre" which is a very popular management development instrument in the USA.

The foregoing exposition indicates the strides in education management development that the USA has undergone throughout the years. Current education management development can be located in two of the phases suggested by Daresh and Playko (1992a:18). viz., pre-service preparation and in-service education.

4.2.3.2 *Education management training and development provision*

Pre-service preparation

Pre-service preparation consists of learning activities and other learning processes that take place prior to assuming a managerial role (Daresh & Playko, 1992a:18; Leithwood, 1997:32).

Ashby *et al.* (1996:186) postulate that as a result of calls for change in schools, school reform took root and resulted in the so-called School Reform Movement. Ashby *et al.* (1996:187) point out that a striking feature of "reforming" schools is their dedication to principles of democracy, especially the inclusion of stakeholders in school governance. In this regard, implications for preparation programmes are, *inter alia*, preparing school managers continuously, focusing on their roles in developing a community of learners, facilitating change and developing leaders' knowledge, attitudes and skills (Ashby *et al.*, 1996:190). These components of professional development find expression in school managers' preparation through academic preparation, field-based learning and personal and professional formation (Daresh & Playko, 1992a).

Daresh and Playko (1992a:23) postulate that *academic preparation* to educational administration has traditionally emphasised the acquisition of requisite knowledge related to the effective performance of administrative tasks and responsibilities through graduate-level university courses. Universities have, therefore, traditionally offered academic preparation in fields like, school law, finance, curriculum development, personnel management, collective bargaining and home-school-community relations. In fact, in 1989 the NPBEA recommended that the minimal level of preparation for the licensing of school administrators should be the Ed.D.

degree (cf. Murphy, 1990:183-184; Erlandson, 1990:187-190).

Daresh and Playko (1992a:26) contend, however, that academic preparation is limited by, *inter alia*, the nature, selection and choice of content of programmes, which are almost entirely left to university faculty, the mode of learning, which is almost exclusively based on information assimilation and being solely based on university coursework, which tends to focus on the acquisition of written skills, thus preparing school administrators to be “thinkers” rather than “doers”. In this regard, Daresh (1990:34) points out, for instance, that positions of school administrators and supervisors would be enhanced with opportunities for experiential learning that goes beyond the material covered in conventional university classes in school administration (cf. Murphy & Hallinger, 1989:32-33).

Field-based learning, according to Daresh and Playko (1992a:37), includes *full-time internships*, *part-time planned field experiences* and *course-embedded programmes* offering students the chance to learn by doing.

Daresh and Playko (1992a:45) explain that *full-time internships* entail aspiring administrators being given leave for a semester or a year to serve as an administrative assistant to a veteran principal or serving as a special intern working with many school administrators in a school district. The aspiring administrator would be expected to adhere to all typical job requirements expected of a veteran administrator, including conforming to working hours, attendance of meetings and supervision of weekend or evening school-sponsored administrative responsibilities.

The full-time internship exposes the intern to a full range of administrative responsibilities, both positive and frustrating, so that the intern gains a fairly clear picture of professional life and acquires practice and skills while under supervision of a veteran. The NASSP Model School Project is an example of this type of preparation programme. This programme is, however, costly could perpetuate undesirable existing practices (cf. Daresh & Playko, 1992a:44). Daresh and Playko (1992b:43) observe that field-based learning must be combined with strong academic preparation and must combined a strong futuristic element so as to anticipate what reality might be like in future.

Planned field experiences involve learning by doing and are intended to offset the cost burden of full-time internships. According to Daresh and Playko (1992a:48) the student of school administration who is employed on a full-time basis, participates in activities that will allow him or her to practice skills and techniques required of a full-time practitioner. These experiences could involve working side by side with principals in developing a master schedule for the following year or sitting in to

watch a parents' conference or similar activities carried out by administrators.

These experiences give people the ability to acquire certain technical skills before going on the job the first time, represent a way to learn about a particular job so as to test personal commitment to a career change and offer ways for important change to be introduced into schools as new people with new ideas interact with existing staff. These experiences are, however, limited by, *inter alia*, offering quick snapshots of administrative work, so that people do not experience full involvement as in full-time internships.

Course-embedded experiences incorporate field-based learning activities with university courses (Daresh & Playko, 1992a:50). Students could be required to carry out interviews of practising administrators or attend school board meetings or participate in "community walk" or conduct local public opinion surveys. These experiences serve to reinforce basic concepts and practices described apart from daily school situations. Daresh and Playko (1992a:50) contend that these programmes, however, need to be well-designed, with a vision of what is to be accomplished in pre-service preparation and development, lest they be abused and serve only as window dressing.

Personal and professional formation is an effort to enable an individual to become aware of his or her own personal values and assumptions about the formal role of a school administrator (Daresh & Playko, 1992a:54). Daresh and Playko (1992a:55) assert that formation is a new concept and is, a way in which individuals understand themselves completely, a way of introducing a person to a broader understanding of social realities of the world in which he or she is to work and, serves as the basis for development of a collective culture or organisation.

According to Daresh and Playko (1992a:56) formation comprises the following:

- *Mentoring*, which ensures that professional development is a continuous process rather than a destination. Models of mentoring are found in the NASSP Mentor Project.
- *Personal reflection*, which involves developing reflection skills so as to foster a spirit of questioning regarding the value of certain practices and assumptions in the field. Achieving this will develop a deeper understanding of administration and help people to decide on whether they can commit themselves to school administration responsibilities.
- *Educational platform development*, which requires professional educators to

review their personal stances regarding important educational issues, *inter alia*, aims of education, social significance of student learning, images of learners and teachers and the value of the curriculum. The articulation and development of educational platforms have been incorporated into formal professional development programmes of the Indiana University in conjunction with the Danforth Foundation (cf. Daresh & Playko, 1992a:60).

- *Understanding interpersonal styles*, which implies learning to appreciate individual differences along with recognising that these differences may have a profound effect on an administrator's ability to exercise a preferred mode of behaviour.
- *Personal professional action planning*, which implies the articulation of a statement regarding one's overall personal professional development. This involves putting all of the insight gathered from academic preparation and field-based learning together with insights derived from mentoring, personal reflection, platform development and interpersonal style analysis into a single action plan. Administrators are encouraged to indicate where they believe additional work may improve their effectiveness.

Murphy (1994:76) surmises that the beginning of the dialectic era (cf. 4.2.3.1) saw much criticism levelled against nearly every aspect of preparation programmes. Some criticism advocated that recruitment and selection efforts were low, programme content was often irrelevant and poorly connected to the educative function of schooling and the practice of leadership and instruction was poor and there were no standards of performance (cf. Daresh, 1990:37). As a result, the NPBEA advocated strengthening the structure, duration and content of pre-service preparation of educational administrators (Murphy, 1990:184). Among others, the curriculum content had to transmit a common core of knowledge and skills grounded in the problem of practice including, societal and cultural influences on schooling, teaching and learning processes and school improvement, organisational theory and moral and ethical dimensions of schooling.

Despite the criticisms, the preparatory programmes in the USA have gone a long way towards crystallising what is needed in preparatory programmes. The Danforth Foundation Program for Preparation of School Principals (DFPPSP) is one effort to develop the potential of school leaders to contribute to school reform (Leithwood, 1997:33). Notably, the NCEEA initiated activities that culminated in the stimulation of discussions about possible solutions and the provision of general principles upon which reform efforts could be grounded. The NPBEA on the other hand, initiated activities that were designed to establish direction for the restructuring of educational

programmes for school leaders and universities that house them (Murphy, 1994:76; Murphy, 1990:184). Daresh (1990:35) points out that the NCEEA's review of the status of administrator preparation programmes affirmed the long-standing belief in the value of experiential learning as a key to greater effectiveness.

Leithwood (1997:34) postulates that under the Danforth Foundation's sponsorship, participating universities' departments of educational administration were to incorporate some common features in their programmes, viz., careful screening of candidates, a research for ethnic minorities and female candidates, specific curricular themes, more authentic forms of instruction, internship and mentoring (cf. Murphy, 1994:76-77). Leithwood (1997:36) proffers that evidence from the DFPPSP indicated positive results. Most graduates highly valued the programmes several years after taking them. In addition, there were significant correlations between the value attached to the characteristics of the programmes by the graduates and teacher colleagues' perceptions of the effectiveness of the graduates' leadership (cf. Daresh & Playko, 1992b).

The Danforth Foundation sponsors the NCEEA, provides core support for the NPBEA and has underwritten four significant efforts to assist self-analyses and improvement in educational administration. These efforts comprise, a Principals' Program to improve preparation for prospective leaders, a Professors' Program to enhance the capability of departments to respond to needed reforms, research and development efforts such as, the Problem-Based Learning Project, that are designing alternative approaches to understanding the profession and to future education leaders and a series of conferences and workshops to help the professoriate to grapple with important reform ideas in the area of preparing school leaders for tomorrow's schools (Murphy, 1998:368-369).

Hill *et al.* (1994) describe a programme developed from skills and competencies influenced by the NPBEA at the East Tennessee University (ETSU). The programme, called the Tazwell Alliance consists of six themes. The ETSU faculty members from the Department of Educational Leadership and Policy Analysis travelled to a school to teach teachers with aspirations to become school leaders. The programme is outcomes-based and uses simulation, case studies, co-operative groups and brainstorming approaches.

This exposition indicates the importance of pre-service preparation for educational administration in the USA. It is therefore not surprising that many sources about the USA relate to pre-service preparation of school leaders. School managers in the USA are arguably better placed to benefit from in-service management development programmes. In this regard, the next phase of professional development in the USA's

viz., in-service education is also advanced, co-ordinated and sponsored.

In-service education

A significant feature of the USA school management system relates to the recruitment and selection of school administrators (Daresh & Playko, 1992ba:65). Miklos and Hopes (1994:79) espouse that the selection of administrators consists of gaining admission to and completing requirements of formal programmes of studies. Leithwood (1997:49) posits that assessment centres play a major role in school leader selection. Assessment centres like the NASSP Assessment Centre use simulations of school administration tasks and the candidate is evaluated by trained assessors (cf. Greyvenstein, 1989:202).

Daresh and Playko (1992a:70) posit that the NASSP Assessment Centre has identified sixteen skills that serve as the basis of a composite vision of leadership used to guide broad screening and, consequently, selection of candidates for administrative positions, *inter alia*, problem analysis, judgement, organisational ability, leadership, decisiveness, personal motivation, conflict management, risk taking and creativity (cf. Hill & Lynch, 1994:82). Leithwood (1997:80) adds interviews, resumes and references as sources of information for selection.

An example of a selection programme funded by the Danforth Foundation is described by Hill *et al.* (1994) for the Orange County Public Schools in collaboration with the University of Central Florida (cf. Hill *et al.*, 1994).

The school leaders' selection process in the USA appears to ensure a smooth transition from pre-service management preparation to actual in-service management development. In regard to in-service management development Daresh and Playko (1992a:140) describe the traditional model of administration in service as using the university graduate-level courses. These authors contend that the responsibility for determining the content and delivery methods for in-service instruction lies with the university. This is understandable, since universities mostly provide pre-service preparation. In this sense, it seems like in-service education hinges on school managers' quest for self and professional development.

Formal in-service programmes for school managers abound in the USA though this is a relatively recent development (Leithwood, 1997:38). Bolam (1994:69) opines however, that the decentralised nature of the education system and because of being well resourced and technically advanced, the education management development provision in the USA is complex. Leithwood (1997:38) points out that whereas universities dominate the pre-appointment programmes designed to provide

certification for educational management, many different organisations offer formal in-service programmes. Bolam (1994:69) asserts that at national level, the federal government has taken several initiatives to improve in-service support for principals.

At this point, it can be contended that the USA expends much effort in the quest for effective school leadership. The emphasis appears to be on pre-appointment empowerment of school leaders. In fact, most sources describe pre-service training and development programmes.

As suggested earlier, management development activities abound in the USA. Some of the in-service management development programmes are now exposed.

- *The Principals' Centre or Academy*

Principals' centres range from grass-roots "club" style centres, where principals attend voluntarily and plan, organise and offer activities in which craft knowledge is shared, to district or state training academies where courses are provided by professional trainers for principals in a given area (Wallace, 1987:63; Bolam, 1994:69).

Leithwood (1997:39) points out that the inspiration for principals' centres was the Harvard Principals' Centre founded in 1981. He adds that that principals' centres belong to the International Network of Principals' Centres which is partly funded by the Danforth Foundation. The Network publishes a newsletter for its members, organises an annual conference and issues out a quarterly newsletter and a "Network Hotline" which provides direct access to information and assistance through the Harvard Principals' Centre.

Examples of principals' centres in the USA include the following:

The *Maryland Professional Development Academy* (MPDA) is described as an in-service programme designed to enhance the instructional leadership skills of administrators and is financed by the Maryland Department of Education (Daresh & Playko 1992a:157). The Academy is guided by three assumptions, viz.:

- the state department can provide some type of training and staff development that is more appropriate to its role than that of other agencies, which addresses the question of equity among the state's school systems;
- effective schools' research can be used as a basis and that findings thereof, can be translated into ongoing staff development; and

- school based administrators are the proper leaders of staff development for their schools, in that, they exercise leadership over staff development needs in their schools in the same way that they make responsible judgements on curriculum, instruction and organisational climate.

The state provides resources like, a small full-time staff, costs for providing training of school administrators, and money to offer as many as nine different short-term learning experiences each year to practising administrators. The MPDA, among others, focuses on imparting skills to increase administrators' abilities to improve teaching, clinical supervision or to build more effective and more democratic patterns of teamwork among staff members (cf. Daresh & Playko, 1992a:158).

The Des Moines Administrative Academy was created in 1980 with the aim establishing an internal staff development programme for administrative personnel in Des Moines, Iowa public schools (Daresh & Playko, 1992a:158). The programme was established on the basis of the following assumptions, viz.,

- Expanded training programmes for administrators are vital for the district to meet community needs and expectations.
- The training programme must help administrative staff members perform effectively on a day-to-day basis, as well as develop skills in coping with the unexpected.

The Academy intended to address concepts of collaboration, peer leadership, a sound cognitive base, experiential activities and the maintenance and reinforcement of newly acquired concepts and skills. Daresh and Playko (1992a:159) assert that the Des Moines experience has been directed towards the belief that continuous learning by educational leaders ensures that schools will be effective, while isolated and unconnected learning activities are not appropriate ways to increase opportunities to continue to learn.

Leithwood (1997:40) posits that the *California School Leadership Academy* (CSLA) serves aspiring and practising site administrators in a three-year programme emphasising instructional leadership dimensions in the context of a comprehensive state initiated reform strategy. Each year, approximately 1 500 participants begin the CSLA training at one of the regional training sites. The programme comprises core module workshops, follow through support and networking activities and, comprehensive school improvement projects.

The *Indiana Principal Leadership Academy* (IPLA) was established in 1985 with the

purpose of helping to implement a reform initiative based in effective school research (Leithwood, 1997:40). The IPLA consists of 18-day series of training activities that take place over a two-year period. Principals apply for admission or are nominated by a colleague. The IPLA curriculum is influenced by research on effective schools, school improvement, teacher effectiveness, instructional supervision, organisational change and instructional leadership. The curriculum is thus organised into four broad content areas, viz., leadership, school programmes, school culture and communication. Instructional activities include team teaching, collegial support teams, field-based experiences, small-group and individual support, readings, lectures and self-directed learning contracts

The IPLA relies on the Effective In-service Model of training, which contains human development activity, instructional content, humour, evaluation and celebration (Leithwood, 1997:40). The model draws heavily on developments in adult learning and posits that when each of these instructional components is in place, individual growth will occur.

- *Networking*

According to Daresh and Playko (1992a:161) networking involves linking individuals in different schools or districts for the purpose of sharing concerns and effective practice on an ongoing basis. The strength of networking is situated in the fact that the responsibility for controlling the learning experiences lies with participants themselves. Networking encourages collegiality, in that it uses peer interaction among professionals. The focus in networking is on multidirectional communication and participant involvement, especially since topics are discussed directly from the concerns of participants and not from professors or workshop designers who do not necessarily know who will be enrolled in the course or the workshop.

Examples of networking arrangements are the *Principals' In-service Program* developed with support from the Institute for Development of Educational Activities and the *Project Leadership* (Daresh & Playko, 1992a:164).

The *Principals' In-service Program* (Daresh & Playko, 1992a:164-165) focuses exclusively on the local situation and the needs of local principals as participants, by using their present knowledge and their own awareness of their needs as a starting point for professional development. The programme consists, therefore, of collegial support groups comprising six to ten principals. These groups enable principals to work together to practice behaviours that enable them to work on long- and short-term problems and also to critique their efforts to improve themselves and their schools openly and honestly. The programme, therefore, makes use of the abundance

of excellent principals who are talented, committed and willing to devote energy to improving their own performance and their schools' programmes. This means that principals engage in continuous self-improvement and professional growth.

The *Project Leadership* (Daresh & Playko, 1992a:165-166) was established in 1981 by the Association of California School Administrators. Its goals was the linkage of practising school administrators in support networks for the purpose of sharing concerns related to their daily jobs by learning from each other through the sharing of oral tradition. Participants of the Project Leadership are brought together once each year to state wide meetings, during which, issues identified to be common concerns of all local participants are discussed, and support for the attainment of improvement plans is sought. Project Leadership places a strong emphasis on the ability of the individual school administrator to form positive links with colleagues while also pursuing the goal of maintaining the importance of instructional priorities in the school or district.

- *The Management Profile*

The Management Profile is a comprehensive strategy that has been designed to identify management skills that principals and other school administrators bring to their job and to assist managers in strengthening of their management skills (Steyn, 1993:377). This model provided the basis for an integrated appraisal measure that examines the actual performance of a manager in six functions and three roles of management, viz., *administration, technical professional interaction, influence and control, persuasion, training and development, forecasting and planning* and *motivator, director and evaluator* respectively. According to Steyn (1993:378) the Texas A&M University Principals' Centre continues to administer the Management Profile to principals and other managers who request this service. The Principals' Centre also makes special arrangements with school districts that wish to develop their capability to administer the Management Profile as a tool for administrator selection and development (Steyn, 1993:378).

- *The Leadership in Educational Administration Development Program (LEAD)*

The LEAD programme is an example of the federal government's initiative to improve in-service support for principals as a national network of 57 leadership training and technical assistance centres (Bolam, 1994:69). The LEAD was initiated in 1987 and is supported by matching funds from the US Department of Education, the Office of Educational Research and Improvement (OERI), the Education Network Division and five participating universities. Steyn (1993:378) describes LEAD as a programme that attempts to provide the training and technical assistance necessary to

help principals and other administrators implement an emerging vision of what school leaders and their schools should be. Once a principal has completed the formal LEAD programme, he or she can become part of a professional network for other principals. LEAD participants derive leadership development from school problem-solving seminars, triangulation interviews and principal planned seminars.

- *The project Results-Oriented Management in Education (ROME)*

Steyn (1993:378) postulates that the project ROME aims to identify and correct administrators' personal deficiencies in core areas of leadership skills and assumes that improved administrator practice will lead to improved schools and student achievements. Project ROME has for instance produced multiple measures of principal effectiveness that were significantly related to *school climate, student achievement and attendance*. This project aims to identify and correct school administrators' personal deficiencies in core areas of leadership skills and assumes that improved administrator practice will lead to improved schools and student achievement.

- *National Academy of School Executives (NASE)*

The NASE was created in 1968 to provide professional development to practising administrators. Steyn (1993:379) posits that the NASE is exclusively an in-service programme and is strongly orientated towards practical problems faced by school administrators. Greyvenstein (1989:194) propounds that the NASE programme topics are identified through surveys from the American Association of School Administrators (AASA), a professional organisation committed to high-quality pre-service and in-service programmes for training and certification in school management. Programme presenters are selected from professionals in higher education, public education and various agencies.

The programme consists of three separate approaches:

- ◆ First, short intensive sessions are presented at various regional centres that focus on administrative concerns.
- ◆ Second, longer (three to nine months) residential sessions are held at a central academy site.
- ◆ Third, the academy supports a "think tank" of people who assist principals in solving problems in school administration.

- *Peer-assisted leadership (PAL)*

Steyn (1993:379) describes PAL as a unique professional programme for practising principal. Principals are paired with one of their peers and conduct shadows and reflective interviews with one another. The programme consists of six sequential and cumulative meetings, i.e. each skill learnt builds on the existing skills. The general framework is incorporated throughout the training as a way of helping principals to understand the wealth of data that they gather about their partners and to assist them in clarifying the intentions and consequences of their own actions.

The PAL programme has four major goals, viz. (Barnett & Long, 1986:673):

- ◆ to help principals develop so that they can use them to analyse their own and other principals' behaviours;
 - ◆ to give participants opportunities to learn how other principals lead their schools;
 - ◆ to enable principals to gain support from colleagues; and
 - ◆ to help principals integrate into their own settings the general framework of instructional leadership.
- *The Principals' Executive Program (PEP)*

The PEP is located at the University of North Carolina and is modelled after the Harvard Leadership Training Programme for business executives (Phay, 1997:52). The PEP is a rigorous residential academic programme and caters for four groups of 35 – 40 principals each year.

Phay (1997:52) posits that the PEP provides principals with knowledge about operational management skills and knowledge about themselves and how they relate to others. The programme also offers a class in stress management, cardio-vascular diseases, nutrition and physical exercise. In this regard, the programme provides participants with physical improvement plans after a physiologist has conducted stress tests and cholesterol checks.

The PEP extends a whole range of services to support its graduates on the job. According to Phay (1997:55) annual two-day conferences are held to help the PEP's *alumni* keep current with school-related issues as well as a 1½-day annual symposium that deals with current issues of law as they relate to education. Another 2½-day

symposium is held to address some timely instructional issues such as year-round schooling, violence in the schools and at-risk children.

The PEP provides other services like organising school administrators' management conference for superintendents, working with individual schools or districts in addressing specific problems, helping its graduates conduct workshops or seminars on school improvement plans, maintaining a library of books, videotapes and audio tapes devoted to topics of interest to school administrators and offering *alumni* annual opportunities to travel in Europe to study local educational systems.

- *The National Association of Secondary School Principals (NASSP)*

NASSP was founded in 1916 as a professional organisation for educators in management positions at middle and senior high schools in the USA (NASSP, 1999:1). NASSP has a broad membership that includes, principals and assistant principals in public, private and parochial secondary schools, central office administrators, professors of secondary education, teachers and department heads or retired educators. NASSP (1999:1) posits that its vision is to provide support for principals, assistant principals and other school leaders to be visionary change agents, collaborators within the school community and risk takers (cf. Hill & Lynch, 1994:82).

NASSP provides this support through seeking sponsorships to provide leadership training, promoting NASSP Urban Principals' Centre as a professional development service for urban school leaders, disseminating information on the role of the principal as instructional leader, recruiting and mentoring culturally diverse professionals to provide equity and opportunity in school leadership, assessing the professional needs of its members and providing them with a full range of effective services to meet those needs (NASSP, 1999:2-8).

Steyn (1993:377) propounds that the NASSP set up Assessment Centres designed to aid in recruiting, promoting and training school administrators (cf. Legotlo, 1994:118). The emphasis in the NASSP services is on competency-based, field-based and performance-based training for school principals. Legotlo (1994:119) details some activities of the NASSP as

- ◆ Mentoring and coaching to help experienced principals to provide developmental support to potential and new principals;
- ◆ From-the-Desk, which is a programme designed to develop communication skills of experienced and new principals in making leadership decisions; and

- ◆ Partnerships, which is a programme designed to help both new and old principals to develop skills needed to establish important links with the external environment, business and industry, parents and senior citizens.
- *The Association for Supervision and Curricular Development (ASCD)*

Daresh and Playko(1992a:149) postulate that the ASCD has some 17 000 members in the USA-Canada and includes, unlike NASSP, a wide array of different role incumbents, *inter alia*, administrators, classroom teachers, supervisors, directors of specialised educational programmes and services, state department officials and university professors. According to Daresh and Playko (1992a:149) the ASCD provides an extensive selection of publications, including the journal called *Educational Leadership*. The ASCD also produces other written materials, such as briefing papers on curriculum trends and an annual yearbook, which deals with a number of areas of specialisation within the areas of curriculum and supervision.

The ASCD also provides members with opportunities for learning about new developments and effective practices in areas like, staff development, curriculum development and evaluation and instruction (Daresh & Playko, 1992a:150). The ASCD holds an annual conference featuring an array of papers are presented on topical issues. A significant feature of the ASCD seems to be its inclusion of an array of education stakeholders in its development programmes.

4.2.3.3 *Lessons from the USA education management development approach*

The USA seems to have rigorously pursued an approach to education management development that would foster effective school management and schools. The evolution of training and development programmes since the 1800s, attests to this fact.

The most significant feature in the USA is the emphasis placed on recruiting and selecting appropriately skilled and talented individuals for school management. Even more significant is the emphasis of a licentiate for school administration before assumption of a school management position. This should ensure that people appointed in management positions in schools are properly trained and have relevant qualifications for the job.

Pre-service training is of significance in the USA. This implies that the American society has a vision for its schools and thus expends much effort in pre-service preparation of its school leaders. This is evidenced by the numerous concerns that are involved in preparation and in-service programmes, e.g. universities and the Danforth

Foundation. The role of the NPBEA and the NASSP are among other concerns that indicate the prudence of having a co-ordinated programme of activities within a predetermined management development vision and ethos.

In-service programmes in the USA appear to be geared towards honing skills of serving school managers. This is important in so far as it ensures that the education management development approach is amenable to change and offers consistent and continuous support to school managers. Of particular note is the role of the principals' centres and academies, which over and above providing management development, also foster collegiality to school principals. This is further strengthened by the mentoring system, which is a significant management development ingredient for both the newly appointed school principals and their mentors.

The study of management approaches would be incomplete if it were not to look at the management development of educational leaders in developing countries. This would be important in so far as South Africa's education system could be seen as a system of a developing country.

One Asian country, Malaysia, and two countries in Africa, Namibia and Zimbabwe will be studied. The reason for the inclusion of Malaysia is because of the similarities with South Africa's diverse population dynamics. Namibia and Zimbabwe are, as is the case with South Africa, countries in Southern Africa and display similarities with South Africa's education system transformation and restructuring.

4.3 EDUCATION MANAGEMENT DEVELOPMENT IN A FEW DEVELOPING COUNTRIES

4.3.1 Education management development in Malaysia

4.3.1.1 *Historical background*

Barsaga and Thah (1997:93) postulate that before independence in 1957 education in Malaysia was meant to serve the objectives of the colonial authorities of minimising change and maintaining the *status quo* of the different communities in the country.

Malaysia has a centralised system of educational administration that is organised on four hierarchical levels, namely, national, state, district/division/residency and school (Barsaga & Thah, 1997:97).

At *school* level the headmasters/principals are school managers and provide both instructional and administrative leadership (Barsaga & Thah, 1997:98). The school is

linked to the community by the parent-teacher association (PTA). PTAs as associations provide pedagogical support systems for the teaching or instructional efforts of the school. They also provide physical, material and financial support for school improvement projects and also assist in monitoring and evaluating the implementation results.

Malaysia, like South Africa, experienced many education-related problems. Among others, there were rapid expansions in school populations, academic performances of urban students were better than their rural counterparts, relatively high failure rates (40% in 1995) and a shortage of teachers exist to meet the total educational requirements.

The Seventh Plan Period (1996-2000) was instituted to produce an adequate number of skilled and quality members of the workforce to meet manpower needs of Malaysia (Barsaga & Thah, 1997:100). The Plan culminated in the *Education Act of 1995*. Among others, the Plan intends to improve the management and implementation of education and training programmes by enhancing managerial capability and strengthening the monitoring and evaluation system.

4.3.1.2 *Current education management development initiatives in Malaysia*

According to Barsaga and Thah (1997:101) there are at least two major institutions charged with the training and development of educational administrators in Malaysia. The Institute Aminuddin Baki (IAB), also known as the National Institute of Educational Management, trains school, district and state level education officials. The Institute of Public Administration (IPA) takes responsibility for, *inter alia*, the executive training programme for higher management officials of the various government ministries, including the ministry of education.

The IAB evolved from the Malaysian Education Staff Training Institute (MESTI) established in 1979. The target of the MESTI training programme included:

- planning, management and supervision of education at national, state and districts;
- management of staff and instructional leaders;
- educators and teacher trainers; and
- administrative support staff.

Barsaga and Thah (1997:102) explain that the major training clientele of the MESTI were the head masters. In 1984 the MESTI was changed to the IAB to reflect its function as a training institution in educational management for the entire Ministry of Education and was changed in 1988 to the IAB in memory of the first Malaysian director of education, Aminuddin Baki. Since then, the role of the IAB has been expanded to include the mounting of new specialised courses as well as those at regional and national levels.

The IAB's mission is to contribute directly towards developing a Malaysian education system into a world class system which seeks to maximise the individual's potential, thereby strengthening the human resource pool of the nation (Barsaga & Thah, 1997:102). The IAB's objectives therefore inform its functions, which are grouped into training, research, consultancy, publication and "think tank" services.

The *training programmes* of the IAB are categorised into five areas, namely (Barsaga & Thah, 1997:103),

- School Management Training Programmes;
- Department/Unit Training Programmes;
- Specialist Services Programmes;
- Special courses; and
- Miscellaneous Programmes.

According to Barsaga & Thah (1997:103) the School Management Programme comprises the basic management course, advanced management training programme and diploma in school management. The basic management course is a one-month course for principals, headmasters and senior assistants who have been in service for the last six to twelve months and have not attended any IAB's course on school management. A certificate is awarded at the end of the course.

The Advanced School Management training programme is for principals and district and state education officials who have already attended the IAB's basic management training (Barsaga & Thah, 1997:103). This course is a kind of INSET since it responds to the need to continually upgrade the skills of school managers and to enhance their job motivation and commitment.

Barsaga & Thah (1997:103) explain that the Diploma in School Management is a

four-phase programme for principals, headmasters and other education officials who possess a certificate of achievement in school management. Phase one offers basic school management for three weeks. After five months, phase two follows and offers the intermediate school management course. Phase three is for the special school management course and runs for four weeks, and phase four offering school attachment comes after six months and runs for five weeks. At the successful completion of the course, a diploma in school management is awarded by the IAB.

The other categories of training programmes take the form of courses, seminars or workshops on a range of educational topics either requested by various professional departments or offices of the Ministry of Education (MoE) or designed and developed by the IAB's experts in response generally to new developments in education (Barsaga & Thah, 1997:103).

Universities in Malaysia conduct short- and long-term educational courses for educational administrators independently or through twinning arrangements with IAB (Barsaga & Thah, 1997:106). Twinning programmes for educational management development have been created with local and foreign universities, namely, the University of Houston in Texas, USA and the University of Bristol, in the UK.

The National Union of the Teaching Profession (NUTP) has recently established an agreement with the University of Bristol (Barsaga & Thah, 1997:106). The NUTP provides a school-based distance learning programme designed specifically for primary school management in Malaysia and the University of Bristol provides academic and administrative support in the form of local tutors approved by the university. This education management course runs for twelve weeks with two one-week residential slots facilitated by the University of Bristol and local tutors. Completion of the programme results in the awarding of a certificate in educational management by the university. The certificate helps school-based administrators to develop a broader administrative and management awareness, further improve strategic and planning skills, enhance management skills, provide opportunities to assess present performance and obtain a professional qualification and avail themselves of the opportunities to progress academically.

4.2.1.3 Lessons from the Malaysian education management development approach

The exposition on Malaysia's education management development approach has important lessons for South Africa. First, it is noteworthy that educational management development is situated and anchored within the education system's mission. This implies co-ordinated activities from the national ministry to the schools. This is important in so far as it ensures uniformity of standards and makes

sure that no educational institutions are more advantaged than others are. Issues of redress and equity come out clearly implied in this system (cf. Barsaga & Thah, 1997:108).

Second, the certification of educational managers comes out clearly important. This has positive implications for their self-confidence and esteem. It also sets standards for entry into management positions in schools. Although not a condition, attempts are continuously made by the IAB and the INTAN to ensure that school managers are managerially upgraded with management-relevant contents.

Third, the twinning concept ensures that Malaysia's management development programmes are in keeping with international trends. Most important is the involvement of the local universities in education management development through a twinning process with the IAB, which essentially implies the education ministry. Therefore the universities are not independently engaged in programmes of education management development which could be unknown to some community sectors or be blatantly inaccessible to the advantage of certain sectors of the education community and be accessible to some.

There is however a need to make a regular impact analysis of the management development programmes of the IAB. This programme of education management development would need an impact assessment from independent assessors as well especially in South Africa, where there is a yearning for delivery and scepticism regarding general delivery in all "democratic" institutions. This of course is a natural trend in a transformed and transiting system.

4.3.2 Education management development in Zimbabwe

4.3.2.1 *Historical background*

The socio-economic background of Zimbabwe has an influence on education in the country. According to Rukanda and Mukurazhizha (1997:65) inequities created by the separatist policy of development of the previous colonial government have been difficult to redress for all the sixteen years of independence. Despite intervention from the government to redress these inequities, the socio-economic conditions of the majority of blacks have not improved significantly. This has a direct impact on education provisioning, and consequently, the management thereof. An example is the budgetary allocation of 95% going into teachers' salaries. This has compromised qualitative improvements in many educational areas, including provision for education management development.

Rukanda and Mukurazhizha (1997:74) describe management development in Zimbabwe as a structured approach to management skills analysis, postings, training and other means of acquiring knowledge and skills including secondment, short-term attachments, orientation programmes, workshops and seminars which equip existing and future managers with competencies to perform efficiently and effectively.

While the emphasis is on skills and knowledge, the programme is driven by values that centre on efficiency, effectiveness and responsiveness to the needs of the customers. Rukanda & Mukurazhizha (1997:74) contend that for the education sector, these issues imply a shift from quantitative concerns related to improving both the internal and external efficiency of the system. Management development therefore seeks to:

- improve the participation and achievement rates of the learner to the highest level possible within available resources;
- match the system to the needs of the learner.

Education management development is successful only to the extent that it empowers, enables and facilitates schools and their staff to address the needs of learners in the most efficient and effective manner (Rukanda & Mukurazhizha, 1997:75).

According to Rukanda and Mukurazhizha (1997:75) Zimbabwe is one of the countries which, under the Development to African Education (DAE) sponsored Teacher Management and Support (TMS) initiative, set up a Country Working Group (CWG) whose mandate is to act as a think tank on strategies for improving teacher morale and motivation, and to draw up a country action plan to address issues of concern. The CWG identified management training as a priority and attempts therefore to equip managers in the education system with the knowledge and skills they need at various stages in their careers to enable them to perform their jobs efficiently and effectively. The CWG also looks at imparting values and attitudes the system cherishes and entails organisational change in the light of changes in values.

4.3.2.2 *Current education management development initiatives*

Rukanda and Mukurazhizha (1997:79) postulate that the ministry's training policy identifies management training as top priority. The policy provides for, *inter alia*, the provision of management and supervisory training for all levels which emphasise proactive decision making and problem solving, training of trainers to ensure opportunities for maximum multiplier effects, enabling managers to be efficient and effective, decentralised training which is devolved to regions, districts, and school

clusters with head office ensuring that agreed standards are adhered to and training of groups of staff against individuals. The process of needs identification is to be consistent, transparent and participatory.

The target groups for management development are at four levels, namely, school, district, regional and head office.

At *school* level, the targets for management development are the school head and senior staff, i.e. deputy head, senior teachers or teachers-in-charge and the executive members of the school development committee (Rukanda & Mukurazhizha, 1997:80).

In this regard, Rukanda and Mukurazhizha (1997:89) postulate that the principal is responsible for identifying staff development needs of this group. These are needs that are specific to the school. Strategies for addressing these needs will include presentations either by one of the staff with expertise in the area of concern or an outsider invited for the purpose. Materials to be used are dependent of the presenter or facilitator, but in most instances the Handbook on School Administration is used as well as ministry circulars and statutory instruments which are used at no cost to the school. Other costs incurred are met either by the individuals themselves or the school's own fund raising efforts.

At *district* level, the targets are both primary and secondary heads of schools, deputy heads, senior teachers and chairpersons of school development committees (Rukanda & Mukurazhizha, 1997:80). The district office is responsible for identifying training needs and organising training for this group. The district office makes use of its own officials, staff from schools or can invite officers from other districts or regional offices. The district office is also responsible for the induction of newly promoted heads, deputy heads and senior-teachers-in-charge. The district is also responsible for preparing heads of primary schools to induct and support untrained teachers. The district office will also organise refresher courses to keep its managers up to date and to address needs identified during inspections, school visits and through performance appraisal and reports from school clusters.

Management development at regional and head office is mostly responsible for policy issues and the training of district education officers and head office staff (Rukanda & Mukurazhizha, 1997:81). These will not be discussed in this text.

There are other outside agencies which have contributed to the management training and development of school managers (Rukanda & Mukurazhizha, 1997:81). Rukanda and Mukurazhizha (1997:81) list, among others, the Roman Catholic Church, which

runs staff development courses for their school managers, the Zimbabwe Teachers Association (ZIMTA), which also has a training wing which gives training and support to teachers who found themselves in headship positions unprepared. ZIMTA also ran management training sessions for its women members to prepare them for possible promotion.

The following are two examples of current management development initiatives in Zimbabwe are:

The UNICEF funded the first project for \$90 000 per year in 1993 (Rukanda & Mukurazhizha, 1997:83). This project was aimed at improving the quality and relevance of basic education through development of managerial skills of primary school head teachers. Its objective was to increase the management capacity by training 30% of head teachers of primary schools in resource management by 1998. The main activities of this project were:

- Development of thirteen training modules, which would cover a wide range of management issues and include a presenter's handbook and the delegate's manual.
- Baseline study on management knowledge and needs for primary school head teachers. This activity was aimed at identifying gaps in the management knowledge and skills of primary school heads so as to establish a managerial skills training profile for primary school heads against which the effects of future intervention programmes could be measured.
- Managerial skills training which consisted of the training of trainers and the training of selected heads as determined by the regional office. This training covered two areas of management, namely, fundamentals of management and planning. Modules for this training were produced under the Commonwealth Secretariat initiated Head Teacher Training and Support programme.

The second project was funded by the Royal Netherlands Embassy (RNE) and was called The Better Schools Programme (BSP) (Rukanda & Mukurazhizha, 1997:84). The BSP aimed to address some of the limitations of the previous management development programmes, i.e. continuity of training, sustainability of programmes, participation by beneficiaries to determine own training and capacity for delivering management development and support for managers. The BSP included the training of all managers as against head teachers only, as well as teachers and school development committees and it intended to establish an enabling and supportive work environment and to address gender related concerns.

4.3.2.3 *Lessons from Zimbabwe's education management development approach*

Zimbabwe's education management development efforts highlight the seriousness and urgency with which the performance of school managers is regarded even in developing countries. The importance of partnerships in education management development comes out clearly especially if it is considered that the bulk of the education budget goes into paying salaries of educators. This highlights the difficulty of finding the necessary financial resources from government to redress issues of past imbalances. The very immensity of the tasks of integrating education populations poses a serious need for education management development in terms of changing circumstances and national needs. This seems to be reminiscent of the situation in South Africa. It necessarily emphasises the role of partnerships between government, the NGOs and the private sector in education management issues (cf. Chapter 2).

Namibia also gained independence from colonial rule. The next section looks at education management development in that country.

4.3.3 **Education management development in Namibia**

4.3.3.1 *Historical background*

Education in Namibia, prior to independence in 1990, was a stratified education system and followed a similar pattern to that experienced in South Africa (LeRoux, 1997:33). According to LeRoux (1997:34) the eleven education systems were racially and ethnically based and, by 1990, educational provision and services were inequitable, uneven and disparate among different communities, between urban and rural areas, among racial groups and between sexes.

In May 1991 a task force was established to look into in-service teacher education. The task force had to devise a scheme for the completion of professional training of non-certified teachers in service, updating the profession as a whole and to provide ongoing professional development (LeRoux, 1997:35). The task force concluded its work in September and proposed a five-year plan for teacher development.

LeRoux (1997:35) postulates that the plan was not implemented and teacher and school managers' in-service training went on. The result was that needs identification was casual, *ad hoc* and at the whim of individual managers. The realisation that in-service training that was based on such approaches was a waste of time and resources. There is at present, a renewed effort at reviving, adapting and implementing the five-year plan. A Working Group on INSET for Teachers and School Managers has been appointed by the permanent secretary.

According to LeRoux (1997:36) in January 1995, the Wage and Salary Commission was established to review public service remuneration. For the teaching profession this had severe implications with 95,4% of the ordinary teaching force and 69,2% of managers (principals, deputy principals and heads of departments) did not meet the new minimum qualification requirements and had to be paid an interim lower salary. This had vast implications for in-service training.

LeRoux (1997:36) posits that the new career structure in Namibia recognised diversity in school management. There was a career path for master teachers and increased salary recognition for school administrators. The master teacher category provided an alternative career pathway to conventional school management. These teachers were to assist school inspectors, principals, associate teachers and teachers in the implementation of national in-service training. School administrators, including subject heads, heads of departments, deputy principals and principals were recognised as belonging to the same salary band of the career structure.

This plan, according to LeRoux (1997:38) was however not implemented in an effective way. The plan was however partially adopted due to the development of the Namibia Qualifications Authority (NQA) to manage the National Qualifications Framework (NQF) and the Wages and Salaries Commission (WASCOM) which recommended reforms for the Namibian Public Service. Among others, it established minimum qualifications for education officers, master teachers, subject heads, heads of department, deputy principals and principals.

The understanding of the need for better management in the teaching service as highlighted by WASCOM's implementation led to the initiation of the *1996-2000 Education in Consolidation* (LeRoux, 1997:39). This phase recognises as of paramount importance the in-service needs identification. The following activities provide a framework for this phase and have been articulated by the education ministry:

- the promulgation of a new education act;
- the establishment of a national accreditation body for teacher education standards;
- the implementation of a Performance Management System for the teaching service;
- the development and implementation of a five year plan for the professional development of teachers; and

- strengthening structures in the ministry that deal with performance management of teachers, and the establishment of a Teachers' Service Commission.

4.3.3.2 *The national management training and development programmes*

LeRoux (1997:39) points out that the situation in Namibia shows that in terms of qualification level and gender equity, the situation is still much the same despite training programmes since independence. Poor qualifications of school leadership still impact on the quality and efficiency of the education system (LeRoux, 1997:40). A total of 86% of appointed principals still do not meet the minimum requirements for their posts. Of all the principals, only 32% are women. 54% of heads of departments are below the full teaching qualification and 24% have no professional qualification or have a low qualification and a low level of subject knowledge.

LeRoux (1997:41) postulates that the first approach to management development was to establish different departments and assign the task of upgrading and co-ordinating all the programmes for education management to the newly established National Institute for Educational Development (NIED). Within NIED, in-service training in administration and management would be organised and facilitated at national level and since there were no specialised staff available, all the institute's management training projects had to be operated through foreign organisations.

The Ministry of Education officially supported a management course that used existing management potential at established schools and making this knowledge available to rural principals (LeRoux, 1997:41). This was cascaded through a series of training of trainers' workshops, with accompanying materials to establish a pool of expertise in the regions able to conduct training sessions. This was a training programme presented by principals for principals and facilitated as well as financed by both the Ministry of Education and Culture and different non-governmental organisations (NGOs).

This programme experienced problems in implementation (LeRoux, 1997:41). Firstly, at structural level there was conflict around the overall management of the programme. Although NIED, as initiator of the programme, acted as co-ordinator, there were conflicting interest between itself and the line function of Education Programmes, Inspectorate and Advisory Services, and Planning as each of these stakeholders felt that management of this programme should rest with them.

Secondly, at the design level, the adopted cascade model proved to be very difficult to implement, particularly once the training of trainers was completed and training at

regional level had to take place (LeRoux, 1997:42). The model addressed the current in-service needs, but did not make provision for other modalities of delivery, in particular distance education systems that could assist in meeting the demand for training.

Finally, the complete lack of recognised accreditation for these training programmes has meant that the level of personal interest from the school managers has dwindled drastically, and until the training can be meaningfully linked with career advancement, these initiatives at best, will remain *ad hoc* contributions to the better management of schools (LeRoux, 1997:42).

LeRoux (1997:42) posits that in 1995 all new insights on school management were collected and published in the Manual for Primary School Principals and as from 1996, all Namibian primary school principals have received a copy of the manual and thus, had some guidance on how to manage and administer their schools.

4.3.3.3 *NGO programmes*

NGOs and donor agencies, both national and international played a role of providing personnel support to develop in-service training programmes necessitated by regions' reactive approaches to management training (LeRoux, 1997:42). The regions were all supported by the NIED in the form of meetings where new programmes and changes were discussed centrally.

Many agencies made proposals of programmes that operated in other countries to the Ministry and thus, offered to duplicate those programmes in Namibia (LeRoux, 1997:42). Consequently these programmes did not provide Namibian solutions and did not fit the Namibian situation.

An example of a local initiative was a new programme developed in conjunction with a local NGO where a different, pro-active development approach was taken (LeRoux, 1997:43). This approach was based on existing local expertise. In-service training combined with practical implementation phases, resulted not only in upgrading skills but also in regional recognition of successful completion. Some participants of these programmes were in a position to use their certificates to apply for more senior positions. The region on the other hand, had gained access to a reserve pool of competent staff that could be used to fill existing as well as future vacancies.

4.3.3.4 *Lessons from the Namibian education management development approach*

This section on Namibia highlights the problems incumbent with transformation and

the concomitant desire to address all past imbalances all at ones. This has a tendency to lead to a proliferation of activities that are meant to do so, while actually not succeeding. The Namibian experience also highlights the need to design needs based management development programmes as well as the importance of caution in so far as “solutions” of other countries are concerned. It then implies a careful consideration of other “success stories” in terms of the country’s own needs.

Another important lesson is the consideration of local expertise that is very often ignored for ambitious programmes involving foreign expertise. The researcher’s own experience of developing the Quality Assurance Framework in conjunction with a Scottish Consultant bears testimony to this. The Framework that was formulated was done by stakeholders in the GDE who took cognisance of circumstances in the GDE schools. The role of the national ministry in management education development programmes cannot be overemphasised at this stage. The notion of the National Institute for Education Management Development in South Africa is of utmost importance in this regard.

The next section exposes education management development in South Africa.

4.4 EDUCATION MANAGEMENT DEVELOPMENT IN SOUTH AFRICA

4.4.1 Historical background

The fragmented nature of the education system before 1994 means that there was no formal approach that addressed management development needs of all school managers (2.2.1.2). Much of the written documentation and policy frameworks highlight the need for capacity building without suggesting a sustained approach to the professional development of managers throughout the system (Johnson, 1995; McLennan, 1997:40).

The education management legacy (2.2.2.1) implies that education management development largely promoted the apartheid state’s ideals like how to become efficient instruments of centralism (Johnson, 1995:231). An example of this was the ideals of a bureaucratic, authoritarian and top down management system propounded by the Top Down Management Programme (Makhokolo, 1989).

In the period immediately leading to 1994, there was an increasing awareness of the need to develop school management capacity (McLennan, 1997:40; Moja, 1995). The emerging framework for education management development in South Africa is premised on the new education management vision and direction (2.3.4) and is guided by five major components or capacity building blocks, viz. strategic direction,

organisational structures and systems, human resources and other resources and networking, partnerships and communication (cf. 2.5; Canada-South Africa, 1997:2). The work of the Task Team on Education Management Development in South Africa was reported (cf. Chapter 2). The way forward regarding the new approach to education management development in South Africa is taken further.

4.4.2 The National Institute for Management Development

The brief of the Task Team on Education Management Development included making proposals for the establishment of a National Institute for Education Management Development (Department of Education, 1996a:55). The National Directorate for Education Management Development (Slabbert, 1999) explained that the Institute has not yet been formally established. He indicated that the work towards establishing an institutional base was at a very advanced stage. Much work has been completed on proposals for its location, its constitution and governance. Since the main thrust of the Institution will be to serve the interests of the Department of Education, it is seen as prudent for the Institute to have an autonomous base.

The amount of work done implies that the Institute's broad establishment framework is virtually completed. In fact, *EMD Update* (1998a) reports that the Institute's Task Force is presently based at the offices of the national Department of Education while an open plan interim education management development centre is being refurbished. The HEDCOM and the Department of Education will, however, determine the Institute's permanent location.

While the Institute is not yet finally established, the Task Team focused on the formulation of a broad national strategy for education management development (Department of Education, 1996a:55). Emanating from this, a five-part approach for education management development was proposed to drive education management development (Department of Education, 1998b). The national strategy for education management development strategic approach comprises *a national education management base, provincial education management development centres, education management development networks and partnerships, resources and quality assurance.*

A national education management development base implies that the Institute would serve the interests of all departments of education and their partners and promote the new educational vision and its management (Department of Education, 1998b:12). This would be done through an education management programme founded on five pillars, viz., a national institute itself, provincial loci for formulating and implementing policy and strategy, partnerships and networks capable of reaching

managers and leaders throughout the education service, resources appropriate to the task and a degree of common understanding about what constitutes good management practice in education (*EMD Update*, 1998b).

During 1998, the Institute would focus its resources and talent on selected activities to build capacity of capacity builders in the education service (Department of Education, 1998b:18). Its task would be to respond to immediate needs of education departments in dealing with the complexities of implementing the provisions of the SASA.

The Institute's legal form and structure would be such that it optimises its functions and not compromise its autonomy (*EMD Update*, 1998b). According to *EMD Update* (1998b), the Institute should be independent of the Department of Education. In the short-term, a fund holder would act as a bridge to a new dispensation. In the medium-term, the Institute would be established as a foundation in terms of common law while it would ultimately, exist as a statutory body (*EMD Update*, 1998b).

The staffing of the Institute would achieve a balance between a core staff of eight to ten professionals with experience and operation in a relatively flat management structure and a group of up to twenty seconded professionals on a short-term contract brought in as the need arises (Department of Education, 1998b:30).

Provincial education management development centres would be for formulating and implementing the education management development policy and strategy. Department of Education (1998b:12) reports that most provincial departments of education have established some kind of base for formulating education management development policy and strategy (cf. Department of Education, 1996c; Department of Education, 1996d).

Education management development networks and partnerships implies encouraging and strengthening existing partnerships and institutional linkages among government departments, NGOs and higher education institutions (Department of Education, 1998b:13). Attention would be paid to working with teachers' unions and professional associations at national and provincial levels (cf. *EMD Update*, 1998b).

Existing and potential ***resources*** throughout South Africa would be used for a multi-faceted approach to improving management skills and structures (Department of Education, 1998b:13). The resources of the international community would be harnessed to supplement the Department's own so that the Institute, its provincial partners and the programmes they advance can draw from a diversified financial foundation and that, resources are targeted to best effect.

Quality assurance implies that the education management development programme must foster common understanding about good management practice which can be used as a basis for validating training programmes, rewarding effective management and leadership skills and monitoring the success of education management development programmes (Department of Education, 1998b:13). An interim agreement on national norms and standards for school management would be the first requirement. Department of Education (1998b:13) postulates that this could be done through a consultative mechanism with, among others, the South African Qualifications Authority (SAQA), the Education Management Association of South Africa (EMASA), teachers' unions and SACE. Department of Education (1998b:13) espouses that consideration would be given to making relevant leadership training a pre-appointment requirement.

4.4.3 Current management development provision

4.4.3.1 *The National Department of Education*

The National Department of Education drives the education management development programme for the education system. Presently, the Department of Education supports the drive towards the institutionalisation of the National Institute for Management Development in South Africa (Department of Education, 1998b).

The Minister of Education (MoE) appointed a task team in 1996 to make proposals for a national strategy for education management development. The report of the Task Team was released in 1996 (Department of Education, 1996a). The MoE subsequently appointed an Interim Unit on Education Management Development to continue the work of the Task Team and to prepare for the establishment of an institutional base to support management capacity building (Department of Education, 1998b:11). The Unit completed its work in September 1997 with the main activities being the process of electing and supporting school governing bodies countrywide.

Department of Education (1998b:11) reports that the education management development activities currently continue under the aegis of the Centre for Education Policy Development (CEPD). An education management development Task Force was established by the Department of Education to get the education management development programme up and running in 1998 until HEDCOM approves the Institute's base.

The national Department of Education also works in partnership with other institutions to support management development. An example is the Canada-South

Africa Education Management Program which is a partnership with the governments of Canada - through the Canadian International Development Agency (CIDA), South Africa and McGill University over a five year program, from 1996 to 2001 (Canada-South Africa Education Management Program, 1997). The program purports to develop a sustainable national capacity to plan and manage a democratised educational system among education and training institutions. This would be at the national and in selected provinces, viz. Free State, Gauteng and Mpumalanga. This would be done within a context of constant social and organisational change.

Department of Education (1996a:73) cites other international development programmes that have and are willing to support the Department of Education in South Africa. These include, *inter alia*, the French and German embassies, the United Kingdom Overseas Development Administration (ODA), the United States Agency for International Development (USAID), the United Nations Children's Education Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the Danish Embassy (DANIDA) and the Delegation of the European Commission in South Africa.

4.4.3.2 *Provincial Departments of Education*

Provincial departments of education have since 1994, embarked on numerous initiatives to support education management development. Most activities were aimed at setting up appropriate education management structures and engaging in strategic planning for management development. Most activities have been started and are running.

According to Department of Education (1996c:5) in the *Eastern Cape* an HRD and INSET units were established. Training for teacher training college rectors and principals of technical colleges has been provided in management areas like finance, examinations, governance and admissions. The Department of Education is also considering education management development strategies within the framework of the school-based management concept, which will provide a coherent and systematic guide to planning and supporting an integrated approach to whole school development and quality schooling (Department of Education, 1996d:8).

The *Free State* has established the Provincial Development and Training Unit (PTDU) which currently offers all education management development programmes. Initial programmes address *ad hoc* needs as they are identified. The Department works with outside partners and the University of the Orange Free State. A series of governance-related workshops have been conducted in schools. The Department works with NGOs and these provide training according to needs articulated by school

heads through their association (Department of Education, 1996d:5).

The *Gauteng Department of Education* (GDE) established the Provincial Task Team on Education Management Development (PTTEMD) to develop a strategy for education management development (Gauteng Department of Education, 1995:3). The Gauteng Education Management Development Forum was subsequently formed with participation from the GDE, all universities, technikons and teacher training colleges, and was later joined by teacher organisations, principals' associations and SACE. The main agenda of the forum is collaboration on the province's education management development activities (Gauteng Department of Education, 1995:3).

The GDE initiated a four-year programme from 1996. The programme includes training for School Management Teams (SMTs). The GDE is also exploring the possibility of a programme in which business houses will assist SMTs in developing their capacity in management. The training of SMTs in all public schools in schools have already begun in eight key modules, viz., school development planning, financial management, education and labour law, anti-bias, conflict management, curriculum 2005 management, developmental appraisal and change management (*EMD News from the GDE*, 1998:1). An SMT manual to complement and support the SMT training programme is in the process of being compiled (*EMD News from the GDE*, 1998:2).

The GDE is currently running workshops courses for middle managers on organisational culture and change management (cf. Petje, 1999; GDE Memorandum, 1999). These workshops are intended to train middle managers in the GDE to be change agents. The rationale behind the exercise is to foster and entrench change brought about by the restructuring of the department. At the end, these change agents will support school management teams with regard to the implementation of, among others, the SASA and the democratic management of schools. Petje (1999:11) postulates that at the end organisations like the GDE, and subsequently schools, will constantly face changing conditions. Consequently managers will continuously have to identify and solve new problems. This will entail, gathering data on performance, matching actual performance against goals, identifying causes of problems, selecting and developing action plans and, implementing and evaluating the effectiveness of those plans. The change management workshops are therefore intended to empower managers in the GDE to deal with changing educational conditions.

The *KwaZulu-Natal Department of Education and Culture* is reported to have had no organisational structure (Department of Education, 1996c:6; KwaZulu-Natal Department of Education and Culture, 1996:3). This is because there were conceptual tensions regarding whether HRD and education management development

are administrative or professional functions. A further setback has been the violence that has wracked the province. The province also has large rural populations that need school governance training. Consequently, workshops conducted have been *ad hoc*, with few experts available in the system (Department of Education, 1996c:6).

The *Mpumalanga Department of Education* focuses its strategy on the school management level as an aspect of education management development (Department of Education, 1996c:6). In the short-term, the department has identified the principal problem as being the lack of pre-training and induction of newly-appointed school managers (Department of Education, 1996d:7). The department thus intends to develop a modular-based accredited course for school managers, which will be based on identified critical needs.

The department also encourages distance education initiatives (Department of Education, 1996c:6). This is done because of its potential to cover a large target group with less costs and minimise absenteeism that often results from workshops (Department of Education, 1996d:7).

Teachers' centres are developed in each district and will provide staff training and support including education management development. The private sector and NGOs also provide additional education management development support.

In the *Northern Province Department of Education*, the education management strategy involved the establishment of the provincial Education Management Task Team, which comprised six regional directors who worked with NGOs like TOPS. The HRD with the Education Resource Centre (ERC) units co-ordinate the management development activities in the province. Department of Education (1996c:6) reports that in 1995, the Aurora Associates were engaged in running workshops that led to a strategic plan for the province.

The education management development plan includes strategies for improving school governance performance of key role players (Northern Province Department of Education, 1996:2). The plan also includes the provision of leadership training in the department and achieving short-term, medium-term and long-term training and development goals, *inter alia*, management development of principals, heads of departments and teachers.

In 1996, the *North West Province Department of Education* engaged in a five year plan to establish an effective and efficient education management development machinery that will provide education managers at all levels with the necessary skills to carry out their tasks effectively (North West Province Department of Education,

1996b:3). From 1997, the education management strategy would comprise programmes aimed at district officials as well as programmes aimed at school principals. Management training in the context of whole school development would be cascaded from district officials to school principals (North West Province Department of Education, 1996a:28).

Current education management development provision is provided by the University of the North West and the Potchefstroom University for Christian Higher Education (PU for CHE). The two universities offer formal diploma and degree-based management development programmes (North West Province Department of Education, 1996a:25). There is also an understanding between these universities and the department to develop education management development courses that are tailor made to suit management development needs of the province's school managers. The PU for CHE has proposed a certificate in Educational Management, which will be offered as a two-year part-time programme that is based on a distance learning model (North West Province Department of Education, 1996a:33).

In the *Northern Cape Province*, the provincial department of education is in the process of transformation and with the support of the Aurora Associates, has consulted all stakeholders, including NGOs to develop a strategic plan in education. The department will establish Teachers' Centres as training centres, run workshops and convene conferences. By March 1997, an education management development strategy would be designed (Northern Cape Department of Education, 1996).

In the *Western Cape Province*, the department of education is currently restructuring to meet educational transformation needs (Department of Education, 1996c:7). Various providers offer courses, workshops and site-based management development initiatives. The Teacher Support Project (TSP) provides some co-ordination for NGOs activities and thinking about whole school development.

4.4.3.3 *The role of tertiary institutions in education management development*

Tertiary institutions in South Africa engage in a large degree of activity in education management development at the school level and institutional level and there appears to be a growing emphasis on developing appropriate materials and modes of delivery to meet the growing need for management development (Department of Education, 1996e:1).

According to Department of Education (1996e:1) a range of courses on education management are offered by tertiary institutions at the under- and postgraduate levels. These courses are offered as specialised programmes like, the M.Ed. in Educational

Management, components of existing degree or diploma programmes or as electives. Generally, types of programmes offered range from the National Higher Diploma: Educational Management, offered by technikons, to a variety of Further Diplomas in Educational Management (FDE) to B.Ed. and M.Ed. courses and programmes (cf. Department of Education, 1996f:Appendix 1).

Department of Education (1996e:1) observes that education management courses at tertiary institutions seem to be focused on the school level. These offer topics that include, school and personnel management, leadership, administration, finance, education law, planning and organising, motivation and control, management development and human resource development. An increasing emphasis is placed on such issues as women in management, gender, change management, conflict management and working with people.

Teaching approaches and methodologies include lectures and course materials while there is also a growing focus on the practical application of knowledge and increased coverage in the form of distance education (Department of Education, 1996f:Appendix 1). There is thus an increased use of case studies, simulations and role play in course work and, in addition, great importance is placed on developing appropriate material like the use of videos, interactive television and computer-assisted methodologies.

Despite strides made in customising education management courses in tertiary institutions, there are many issues of concern regarding programmes offered by tertiary institutions. Thurlow (Department of Education, 1996f:Appendix 7) cites the following characteristics of university courses in educational management:

- Programmes tend to be heavily academic – emphasising knowledge and understanding thus displacing emphasis on applications;
- The academic nature of such courses is reinforced by conventional methods of assessment;
- Programmes tend to rely heavily on source materials, books and organisational theories that have originated in Britain, Europe and America without contextualising them to local circumstances;
- Courses tend to be menu-driven rather than needs-driven due to lack of a needs assessment incorporated in their design;
- Courses tend to be once off rather than being progressively developmental. There

is thus no focus on continuity, feedback, follow up and an impact analysis for their evaluation;

- Numbers admitted to such courses are limited and such courses are centre-based, thus access is curtailed; and
- Few programmes recognise prior learning through credit exemption and few programmes incorporate other developmental activities into the degree profile.

Some universities are currently engaged in the re-conceptualisation of their education management degrees to meet the needs of the transforming education system. Examples include partnerships formed between the *Universities of Natal* and *Leicester* in the UK and the *Universities of Transkei* and *Bristol*.

Thurlow (1996) describes a *re-conceptualised Masters degree in educational management at the University of Natal*. The course comprises five modules made up of a core unit, an elective and an assignment. The core units cover leadership and strategic management, human resource management in education, management of the curriculum and managing finance and external relations. The elective units allow students to develop specific focus to their studies in accordance with their identified management development needs. Elective units include team management, appraisal, Total Quality Management in schools and school development planning.

The research module intends to guide students in as practical a way as possible, in the planning and carrying out small-scale research projects in educational management. Each module is assessed by the completion of a research assignment or project. The intention is for students to relate their studies to the institutional context in which they work.

The degree may be awarded to students who complete five modules and the management project. Those who do not proceed to the degree, but complete the modules other than the research methods module, may be awarded a postgraduate diploma in educational management. The degree's structure allows students to register for various levels of awards in accordance with their current management development needs, and to retain credit for completed modules.

An important feature of this re-conceptualised degree in educational management is the formal recognition of prior learning through credit exemption and the incorporation of other developmental activities into the degree profile. This implies that exemptions may be granted for certain modules or units, on the basis of previously completed management development courses or programmes.

The degree will be available either through distance learning or through face-to-face contact sessions. Tutoring on the distance learning programme will be handled under the auspices of the University, by appointed part-time associate tutors who will be drawn from among those with appropriate senior management experience in schools.

The *Universities of Transkei and Bristol* recognise the need for building sufficient capacity within the educational system to implement and manage change. Consequently, they have established a link in order to offer a specialised post-graduate part-time distance learning Master's Degree in educational management and policy (Department of Education, 1996f:Appendix 8).

This specialist programme is concerned with enabling participants to improve their understanding of management processes by engaging with the most recent research and theoretical developments associated with issues educational institutions are currently confronting. These issues may include human resource management, governance and policy and teacher and professional development. These issues are located within the current context of development in South Africa.

The programme consists of 12 units of which 8 are taught and four account for a dissertation. The taught units are presented in intensive five-day block at the University of Transkei. Students are required to attend special tutorial sessions and visit the library between teaching blocks. Successful completion of units depends on the submission and satisfactory assessment of written assignments and passing examination normally taken three months of the unit being taken.

The taught units of study cover organisational theory and teacher professionalism, governance and educational policy, action research and dissertation planning, human resource and professional development.

The *Potchefstroom University for Christian Higher Education* has been offering B.Ed. and M.Ed. degrees in Educational Management since 1984 and introduced a Further Diploma in Educational Management (FDE) in 1995 (North West Province Department of Education, 1996a:26). The three programmes target practising educators from post level 1 – 8 on a part-time basis.

The course structure of the FDE and M.Ed. is based on modules such as Philosophy of Education, Psycho-education/Androgony, Comparative Education, Perspectives on Educational Management, General Educational Law, Characteristics of Educational Systems, Education Management Tasks 1 & 2, Human Resources Management, Financial Management, Comparative Studies and Specific Educational Law (North West Province Department of Education, 1996a:32). In 1997, the B.Ed.

modules would include Human Rights in Education and Educational Law in Education in the place of Characteristics of Educational Systems and Specific Educational Law.

The M.Ed. course structure is based on compulsory modules, viz., Personnel Management, Organisational Theory, Research methods and a Mini-dissertation. These programmes use standard academic texts and journals articles with the main texts having been written by faculty. The programmes are seminar-based and consist of a combination of contextual introductions by lecturers and discussion papers prepared by students. Evaluation is based on a combination of class tests, assignments and examinations.

The PU for CHE is also proposing a Certificate in Educational Management which will be offered as a two-year part-time programme based on distance learning with decentralised face-to-face teaching (North West Province Department of Education, 1996a:33). The course structure is likely to consist of a combination of the FDE/B.Ed. modules.

The PU for CHE has also been offering short courses in educational management and law for school principals and governing bodies of ex-Model C schools and has recently run a workshop on educational law for the Eastern Cape Department of Education (North West Province Department of Education, 1996a:26).

The University's Vaal Triangle Campus has recently (1998) conducted educational management workshops on Team Management for SMTs and educators in the Vanderbijlpark South District. This campus has also offered educational management workshops for a number of schools in this district.

The *University of the North West* (UNIWEST) offers a postgraduate Diploma in Education (North West Province Department of Education, 1996a:33). The Diploma offers courses in school administration, education and national development, educational planning, school management, adult education and environmental education. The UNIWEST also offers a B.Ed. degree, which offers, planning in education, teacher education, educational administration, comparative education, environmental education and continuing education.

The UNIWEST offers an M.Ed. in Educational Planning and Administration (North West Province Department of Education, 1996a:34). The course consists of six modules, viz., theory and practice of educational management, human resource management, organisational theory, instructional supervision, advanced research methods in education and a mini-dissertation.

4.4.3.4 *The role of NGOs, the private sector and professional associations*

NGOs have and continue to play a significant role in education management development in South Africa. They play a role of being service providers to the department of education, including provincial departments. NGOs like the Teacher Opportunity Programmes (TOPS), the Aurora Associates, the Management of Schools Training Programme (MSTP), READ and TSP operate as national NGOs as well as service providers for provincial departments of education (cf. North West Department of Education, 1996b:7; Department of Education, 1996c:5-6).

NGOs that provide management development services to provincial departments of education include

- ◆ the MSTP which has for instance collaborated with the GDE in compiling and developing training modules in School Development Planning and has participated in the development of the Quality Assurance Instrument of the GDE; and
- ◆ the Management of Change Training Programme (MCPT) which has collaborated with the private sector and GDE to provide management courses in, *inter alia*, the Labour Relations Act, Strategic Planning, Change Management and Conflict Management.
- ◆ the Education Support Project which compiled and developed a Vaal Triangle School Quality Improvement Programme (VTSQUIP) for the GDE's office for Research and Development Policy and Planning (GDE & ESP, 1998). The VTSQUIP was a project intended for schools in the Vanderbilpark South and North Districts of the GDE.
- ◆ The Aurora Associates which engaged in running workshops that led to a strategic plan for the Northern Province Department of Education (Department of Education, 1996c:6)

A specific example of a national NGO contribution to education management development relates to the MSTP, which was formed in 1992 as a response to the heightened school management crisis in historically black schools and the move towards democratic and participative governance and management of schools (Sullivan, 1996:1). Schools were characterised by autocratic management and the lack of accountability and democratic governance.

MSTP, in conjunction with the University of the Witwatersrand (WITS) developed a programme which would be accredited by WITS, viz., the Further Diploma in Education Development, Management and Administration (FDE). The FDE is a two-year part-time course, which requires participants to attend eight residential sessions focusing on management skills (Sullivan, 1996:3). Participants are expected to "recruit" a buddy from their schools to go through the course with them. These "buddies" should either be the principal or the deputy principal. Failure to secure a buddy disqualifies the participant. The school has, furthermore, to indicate a commitment to change. During the course of the MSTP, a trained MSTP School Change Facilitator (SCF), who preferably resides in the participant's school's area, visits the school regularly to assess progress and to support the participant.

Sullivan (1996:3) postulates that a unique feature of the programme is its combination of three strengths provided through the Graduate School of Public and Development Management for management theories, the Faculty of Education for educational theories and the MSTP itself for practical skills, monitoring and support of participants in schools. Participants are expected to effect positive change in their schools as a part of the requirement to "pass" the course. Their success is, therefore, not only based on completed assignments, which measure theoretical knowledge, but rather measures and rewards actual performance. The programme thus equips principals and other school leaders with the understanding and practical skills to manage schools effectively by, initiating change and instituting democratic governance practices (Sullivan, 1996:2).

An important feature of the MSTP is the focus on practical application of the course content at school level. In this regard, the participants' schools are visited by the SCF to assess the school's commitment to change and the progress of the participants in "changing" certain features of the school's management and governance.

Despite the significantly practical feature of the MSTP, its success can be hampered by unwittingly assuming that all its participants' schools will readily accept the programme and its requirement of a "buddy" who has to be the principal or deputy principal. This could be seen as an imposition on the school's programmes as well as the often cited many departmental programmes. Not all principals realise or are willing to concede to failure in management, to an extent where they allow an external body to intervene at the "instigation" of a staff member - MSTP participants are not necessarily in management posts. In fact, the researcher has heard such comments made by principals, especially since MSTP is independent and not commissioned by the department.

Second, the programmes assumes that its participants will, after being "trained", and

acquiring theoretical management and educational knowledge, be able to conduct swot analysis of their schools, successfully convince and influence the school of the need to change and correctly involve all stakeholders to implement action plans. Very often, the participants work alone on the swot analysis and chances of involving all stakeholders under the current circumstances are very limited, perhaps due to the little influence they may have in the school. This poses a question on the applicability of the practical component of the programme.

Third, most principals and indeed management teams in schools would rather pursue a degree qualification in educational management than a diploma. A diploma is seen as inferior to a degree and many principals have expressed this thought. The reasoning seems to be the status of a diploma compared to a degree.

Finally, the researcher has had to mediate in instances where a principal would complain of participants of MSTP “challenging” his management style. Some SCFs have had instance of outburst from principals who did not want to co-operate especially during the “assessment visit”. How much that could be attributed to principals’ feelings of inferiority, fear of constructive criticism or the MSTP’s approach is worth looking into.

MSTP as a management development programme has many significant advantages. The success of the programme could occur if it formed part of a co-ordinated national strategy for education management development, through, for example, the national department of education or the National Institute for Education Management Development.

The *private sector* has mainly been involved through funding of service providers like universities and consultancy services to provide training and management development to educational managers. Examples include,

- ◆ SAMANCOR, which sponsored training workshops by MCTP to school principals in the GDE’s Vanderbijlpark South District;
- ◆ the Independent Mediation Service of South Africa, which trained the trainers – district office middle managers in the GDE in Dispute and Conflict Resolution (IMSSA, 1994);
- ◆ the Cheadle Thompson and Haysom Attorneys, Notaries and Conveyancers in association with Workplace Solutions who developed Education Labour Law training the trainer course for district officials in the GDE (Gauteng Department of Education, 1998b); and

- ◆ the G & K Gray Training cc. who trained the trainer – district officials in the Vanderbijlpark South District, in facilitating skills (G & K Gray Training cc, 1999).

Professional associations have traditionally played significant roles in education management development in South Africa. These were, in the past, mostly teachers' associations and principals' associations. These associations unfortunately did not have much influence on management practices in schools. They mainly entrenched the management ethos of the ex-department of education, i.e. the centralist, top down and secretive management styles.

The advent of the new department of education saw most teachers' associations join the bandwagon and convert to teachers' unions mainly to gain representation in the Education Labour Relations Council, in order to present their constituency's mandates.

The *South African Democratic Teachers Union* (SADTU) was the first educators' union to campaign rigorously for the rights of its members (Ngwenya, 1999). According to Ngwenya (1999) the aspirations and mandates of its members basically inform SADTU's programmes. SADTU's approach to management development is, therefore, premised on transparency and participation of all its members. In essence, SADTU propounds democratic principles and seeks to promote participative management and transparency by availing development opportunities to all its members regardless of post level or position. As a result SADTU's conferences, workshops and courses are conducted in a way that ensures that all members are trained (Ngwenya, 1999).

SADTU was co-compiler and designer of the developmental appraisal instrument. It was also joint developer of the Management of Schools Training Programme (MSTP) together with the Community based Education Programme Trust (CBEPT) and the Canadian Teachers' Federation (CTF) (Sullivan, 1996:1). SADTU is currently engaged in workshops and courses on democratic and participatory management, developmental appraisal, education labour relations, and resolutions relating to work loads and job descriptions.

The Executive Director of the *National Union of Educators* (NUE) (Myburgh, 1999) describes the NUE's role in management development. He propounds that the NUE, formerly, the Association of Professional Teachers (APT) currently holds management development in the form of two programmes. The first is the Secondary School Principals Programme, which focuses on secondary school principals and the second, is the Primary School Principals Programme which focuses on primary

school principals. In line with educational transformation, the NUE currently deals with union-related issues in so far as they impact on school management. Myburgh (1999) explains that in both programmes, the NUE has recently held conferences dealing with quality assurance and the ELRC Resolutions dealing with work loads and job descriptions of educators and school managers.

Other educators' unions like, the *Suid Afrikaanse Onderwysersunie* (SAOU) and the Professional Educators' Union (PEU) hold regular conferences for their members. Topics handled mostly cover educational transformation issues and how they impact on school management. PEU, which represents educators from historically black schools, has recently held workshops with its members on developmental appraisal.

Generally, it can be said that educator unions are currently grappling with ways of dealing with the new education vision and direction as it affects their members in school management positions. The flaw in most of their approaches is that they seem to delve on how they can secure the best advantage for their members in the new system while, inadvertently perpetuating the previous *status quo*.

The *Education Management Association of South Africa* (EMASA) was established in 1997 to contribute to the study, development, teaching and practice of education management appropriate to a transformed system of education in South Africa (EMASA, 1997:1). EMASA's functions basically entail providing professional support for education management. This includes promoting (EMASA 1997:2):

- *professional upgrading* through holding and presenting, organising or promoting training courses, conferences, workshops and colloquia on education management as well as, participating in or monitoring education management activities outside South and reporting on them.
- *liaison and co-operation* through networking inside South Africa among education managers and organisations and institutions concerned with education management and facilitating exchanges between South Africa and other countries in education management.
- *promoting research* by working with others to initiate a coherent research plan in education management and promoting, supporting and conducting research in education management and seeking financial and other support for such research undertakings.
- *providing resource materials* acting as a clearing house for gathering and storing information on and sharing information, about education management

initiatives inside and outside South Africa, and publishing quality resource materials such as journals, newsletters, reports and other types of publications and promoting the writing and publication of books or other relevant contributions in existing regional, national and international journals and publications.

EMASA also aims to promote education management concerns through (EMASA, 1997:3):

- the media, raising general awareness of priority issues in education management among, *inter alia*, policy makers and professional staff of training institutions;
- conferences and colloquia and providing a visible national forum in which education management issues can be debated and taken forward;
- its membership and executive thus contributing to national and provincial debates on education management policy and practice; and
- its association with others, assist in promoting appropriate standards and competencies in the field of education management within the context of the NQF, processes of validating and accrediting providers and schemes for recognising professional competence.

4.4.3.4 *Comments regarding education management development in South Africa*

The education transformation in South Africa is at a critical stage where the focus is on a system of education management development that purports to promote values of the new education vision. Numerous factors exercise an influence on the envisaged system.

The influence of interest groups threatens to delay the success of the new education management vision. There seems to be differences among various groups in as far as democratic governance is concerned. For instance, there are three groups of educators' unions, all serving different interests. The PEU represents most of the "old" school managers. The SADTU represents mostly, the relatively young newly appointed school managers to whom the ideals of a democratic system of school management is a consequence of their "victory in the struggle".

The SAOU and the NUE represent largely educators from the "historically" white schools. Transformational effects in terms of redress and equity have resulted in

much discomfort for these educators, *inter alia*, large classes, multicultural environments and democratically elected SRCs as against the traditional prefect system (cf. Gauteng Department of Education, 1999:Circ 43). These unions' activities seems to concentrate on how their members could still gain advantages within the new system, as against inducing members to "learn" about new democratic and participatory ways of school management.

The second influence relates to the need for "delivery" in the current transformational period. This is difficult since the "delivery" has to contend with old, yet changing infrastructural conditions. This implies that delivery will often be slow and inconspicuous due the dominance of the old systems, both structural and abstract. For instance, changing the mind set to the new education management ethos is a slow and arduous process. This combined with the first influence poses an obstacle to rapid and conspicuous delivery.

Finally, the need for and advent of "new" approaches to education management and the proliferation of service providers, in particular numerous NGOs creates implementation and impact problems. Most NGOs take it upon themselves to develop manuals for school management. The Namibian lessons indicate the danger of obsolete programmes that had been used in other countries, which may not be suitable to local conditions. For instance, a programme that is intended to train school managers in traditional management tasks and areas ignores the implications of the new democratic education and governance approach. Consequently, these programmes could further delay the necessary management paradigm shift.

In the case of the former two influences, a vigorous advocacy campaign about the new education management approach and the holistic approach to management development is needed as a matter of urgency. The institution of the National Institute for Education Management Development should be prioritised as a matter of urgency. Lessons from the USA's NPBEA and the UK's TTA are of paramount significance. This will mean all management development activities are co-ordinated from a central source while devolution to lower levels is pursued in a way that ensures that the "playing fields" regarding the new management vision are levelled.

The National Institute for Education Management Development will also address the proliferation of service providers and their programmes in such a way that they focus on identified management development needs of schooling and their concomitant delivery modes. First, the advocacy campaign will ensure that all service providers are informed of the new vision and expected outcomes thereof. Second, this will revoke a partnership with NGOs, which will imply commonality of education management purpose. This will occur through the accreditation of such service

providers by reputable means, e.g. the NQF as well as acceptable standards and norms. This could even imply setting a code of conduct for NGOs that provide education management services in schools and departments. A system of affiliation to the Institute or an umbrella body would serve the purpose of screening service providers and scrutinising their “products” without infringing on their autonomy.

The proposed holistic approach seems to cover all education management bases. It however, falls short of proactively promoting a school-based management development approach. This is imperative in the light of transforming schools into self-managing schools as envisaged. This means that management development activities have to be devolved to schools so that they become part of schools’ development plans and are included in the schools’ budgets, which will also be devolved as well. The UK’s focus on school-level devolution of education management development is of significance in this respect.

It must be noted, however, that the holistic approach to education management development in South Africa and the notion of the National Institute for Education Management Development are ambitious initiatives which will, in the long run address the country’s management development needs.

4.4.3.5 *Concluding remarks*

The exposition of management development approaches in practice has highlighted some important features of management development.

First, the importance of management training as a prerequisite for educational management has been highlighted. Pre-service training ensures that school managers have proper qualifications that are also relevant to their management responsibilities. This is a valuable lesson for South Africa since the minimum requirements for educational management still are, *matric*, a three year teachers’ diploma plus a minimum of three to seven years teaching experience. This implies that any educator who satisfies the minimum requirements can be appointed into a school management position regardless of any management experience. Furthermore, a teacher with experience in the primary school can be appointed principal of a secondary school, so long he or she has the minimum requirements.

Second, the significance of recruitment and selection of properly skilled and “talented” individuals for school management cannot be overemphasised. This process will ensure that in-service management development refines their management “talents”. This process also ensures that at the very onset, visionary managers are identified through skill assessment in, for example, assessment centres.

This will add an advantage of making educational management a career in the mould of the private sector executives, not just an ultimate aspiration of any teacher in terms of career advancement.

Third, the in-service element of management development is imperative for effective school management and governance. In South Africa, this is imperative to the educational transformation at all levels, as well as invoking a paradigm shift regarding management systems and styles. The advent of self-managing schools makes it even more imperative for school managers to be “retrained” in order to deal with the responsibilities to be devolved to schools.

Finally, the education management development in developed and developing countries provides South Africa with valuable lessons. The USA and the UK provide lessons regarding the ultimate ideal while Malaysia, Zimbabwe and Namibia highlight the route South Africa is to likely to follow regarding education management ideals and pitfalls that have to be guarded against.

However, the overarching feature of all these approaches is that each country, while learning from other countries, should pursue its own approach as dictated by its peculiar needs. The envisaged national Institute for Education Management Development and the proposed national education management development strategy that propounds a holistic approach seems to be the ideal route. It must be noted, however, that while a national strategy is ideal to direct education management development activities, the move towards self-managing schools necessitates building capacity at school level for continuous management development in the HRD context and whole school development.

4.5 SUMMARY

This chapter has exposed management development approaches in both developed and developing countries. An exposition of the UK, USA, Malaysia, Zimbabwe and Namibia was given. Lessons from these countries were also detailed. Finally an exposition of management development in South Africa was also given. Comments on the South African approach highlighted the immensity of the task facing South Africa in the light of the effects of educational transformation.

It is necessary to explore what the current management development situation in schools looks like. The next two chapters expose the empirical research pertaining to the current education management scenario in schools. The next chapter presents the empirical research design.