CHAPTER 2

THE NEED FOR A NEW MANAGEMENT DEVELOPMENT APPROACH FOR SOUTH AFRICAN SCHOOL MANAGERS

2.1   INTRODUCTION

Recent policy and legislative initiatives have changed the face of education in South Africa. The new education system required a new management, i.e. a new ethos and style, new organisational structures, procedures ad systems, new skills and techniques at all levels of the system to produce a democratic school-based system that addresses the needs of learners (Arthur & Welton, 1997:81).

It is against this background that the need for a new approach to management development is explored in this chapter. An exposition of the imperatives for change is first provided. Thereafter the present scenario and the emerging education management development approach are presented.

2.2   IMPERATIVES FOR CHANGE

2.2.1   Orientation

The quest for school effectiveness is being pursued in many countries. This has resulted in the focus being on leadership and management in schools. Consequently, there have been many reforms that drive schools to site-based or self-managing schools (cf. Carlin, 1992:46; Evans, 1990:111).

In the United States of America the focus on school management and administration has been driven largely by the perceived correlation between high quality management and effective schools (Johnson, 1995:223). For that reason there are numerous programmes aimed improving the quality of education management and administration.   First, preparatory training for school administrators has been in place since the beginning of the 20th century (Steyn, 1993:368; Murphy, 1998). As a result, standards of admission into principalship positions were long determined.   For example, a principalship candidate must in possession of a masters degree or an equivalent thereof (Leithwood, 1997:32-33). There are also numerous in-service management development programmes such as, *inter alia*, the Danforth Foundation Program for the Preparation of School Principals (DFPPSP), assessment centres, the management profile, the Leadership in

Educational Administration Development (LEAD), the National Academy of School Executives (NASE) and many more (Leithwood, 1997:34; Steyn, 1993:374). This indicates the advanced stage in the US regarding education management training and development and the need for quality school leadership and management.

In the United Kingdom, particularly England and Wales, the focus on the management development of head teachers gained momentum with the establishment of the National Development Centre for School Management (NDC) in 1983 to support and promote school management training and development (Wallace & Hall, 1989:164; Bolam, 1990:37-39; Leithwood, 1997:83). In 1988 the Education Reform Act was enacted to bring changes in the education service. The Act shifted the balance of power and responsibility from Local Education Authorities (LEAs) to individual schools and their governing bodies, so that the major responsibility for carrying out management development was devolved to individual schools (Leithwood, 1997:88, 91-92). In 1994, the Teacher Training Agency was set up to plan the introduction of national standards of excellence focusing on key levels like experts in school leadership and management. This is an indication of the importance of a school-based needs-driven management development system.

South Africa is in the process of establishing education management development structures and support systems (Department of Education, 1996a). The Task Team and Provincial Task Teams on Education Management Development are currently working on the establishment of the National Institute for Education Management Development (Department of Education, 1998b).

The drive for a new approach to management development in South Africa is motivated mainly by the transformation in education as well as the new vision and direction of education management. In the light of this new education vision, the past management practices and the *status quo* make it imperative for change so as to create capacity for its successful implementation, especially since it is a recognised reality that the existing education system exerts influence on the future educational change (Hofmeyr & Buckland, 1992:18).

The present situation in schools is such that, while there is a new education vision and direction as set out in the new education policy frameworks, the system is itself still shaped by the ethos, systems and procedures inherited from the apartheid past. These practices of the past inhibit the desired transformation process. Consequently, there is little or no harmony required for transformation, i.e. between the new vision and the day

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to day realities in schools. The effects of this are manifested in what has to be understood as the legacies of the past.

2.2.2 Legacies of the past

The legacies of the past manifest themselves in the way they impact on transformation and change. Some of these legacies are the apartheid education, education management, public administration and the gender legacy.

2.2.2.1 *The apartheid education legacy*

The apartheid education system was characterised by fragmentation, discrimination, segregation and differentiation for different racial and cultural groups as well as by state control in the interests of Afrikanerdom (Hofmeyr & Buckland, 1992:20). Hofmeyr and Buckland (1992:21) further point out that the apartheid education resulted in gross inequalities and huge backlogs in provision, especially in African education. Education was also sharply divided from the world of work and training schools had little contact with teacher training institutions (Department of Education, 1996a:17).

Quite clearly, education had no relevance for the majority of people in South Africa and consequently lacked legitimacy in their eyes (cf. Mphahlele, 1997:14).   There was therefore strong resistance to apartheid education policies which led to spates of boycotts, riots, strikes, repression, detentions, banning, violence and death since 1976 (Kane-Berman, 1981; Hofmeyr & Buckland, 1992:27). This led to the demise of the entire schooling system and the quality of education which was coupled with the destruction of resources and relationships which make the school an educational institution (Hofmeyr & Buckland, 1992:29; Department of Education, 1996a:18).

The legacies of the apartheid education undoubtedly impact on the present education system and especially management at school level.   Among others the following manifestations are prevalent:

In some schools, management teams have to contend with rapid change which invariably "catches" them unprepared. For instance, the abolition of acts like the Group Areas and the Influx Control have seen large-scale movements of learners to formerly whites only schools. Suddenly, management teams in such schools have to contend with multicultural school environments.

The new teacher-pupil ratios – 1:40 and 1:35 in primary and secondary schools respectively – have seen most formerly white schools having to deal with "large" classroom learner numbers compared to lower numbers in the past. This impacts on teacher morale, motivation and job satisfaction and school managers have to deal with demotivated and demoralised staff.

As a result of the inequality in teacher distribution, it became necessary to re-deploy educators from schools with "excess teachers" (Anon., 1998a:8). The redeployment process became difficult to implement and "double-parking" resulted from the employment of temporary teachers whose service contracts had to be terminated on 31 December 1997. This, coupled with the fact that 90% of the education budget is allocated to teachers' salaries, has created tensions between the GDE and the teacher unions about the "retrenchments" of these teachers. This has resulted in schools beginning the year 1998 with a shortage of teachers and the subsequent re-employment of temporary teachers.

Schools in the former Department of Education and Training are still faced with lack of resources. This, combined with the legacy left by schools having been sites of the struggle, e.g. vandalism, arson and defiance of authority, continue to plague these schools. Consequently, the effectiveness of education delivery is low and as a result, learners in these schools leave them for "better" schools in the former Model C schools. School managers in these schools are faced with problems ranging from school development, effective education delivery and staff motivation to reviving the culture of learning and teaching.

As alluded to in Chapter 1, school managers in South Africa are not trained for school management. Consequently, it appears that they will certainly have difficulties in managing school in these circumstances. A vigorous and effective school-based management development approach is prerequisite so as to provide training and development of school managers in such skills as, *inter alia*, managing change, motivating staff, whole-school development, participative management, contingency and strategic planning and managing a multicultural environment.

2.2.2.2 *The education management legacy*

The current crisis in South African schools could be attributed to the lack of legitimacy of the education system as a whole (Department of Education, 1996a:18; Mphahlele, 1997:14). As a result, in the majority of schools this led to poor management and the

collapse of teaching and learning. Decades of resistance to apartheid education discredited many conventional educational practices such as punctuality, preparation of lessons, innovations, individual attention and peer group learning, with some principals discredited as being part of the system (Department of Education, 1996a:18).

School management practices were often undertaken by unskilled and sometimes irrelevantly qualified principals. Legotlo (1994:21) remarks in this regard that the common path pattern for the recruitment and appointment of principals was from being a classroom teacher which might be followed by promotion into one or other managerial position like deputy principal and head of department to being principal. Steyn (1993:363) postulates a need for management training and development in that principals are often ill-equipped for the problems that may occur in their positions, like stress and burnout, pupils transfers and the resultant need for staff reduction and pressure for change.

According to Johnson (1995:223) education management in South Africa was characterised by structural over-centralisation with the state playing the primary role. As a result the school management system was riddled with the limited distribution of power between the hierarchical levels represented by government department staff, an army of inspectors and school principals. Johnson (1995:224) further highlights problems such as the way in which principals were selected, academic and/or professional qualifications in education management, the "top-down" management system against the collaborative form of management and community participation in governance. Chisholm and Vally (1996:24-25) trace the roots of difficulties for school principals as lying in the education history of South Africa. The education departments expected principals to fulfil roles of control. Management styles were authoritarian, hierarchical and top-down. Teachers who were promoted to principalship were often rewarded for their loyalty.

The education management legacy is manifested today in a horde of school managers who are not trained for education management. These managers are appointed on the basis of minimum requirements and left to their own resources in schools, without any induction and management support. Second, the top down, autocratic and individualistic management styles legacy still exists today. Third, and perhaps most significant, is the focus on the management development of the principal with no reference or regard to deputy principals and heads of departments.

This situation makes it difficult for school managers to practice democratic and

participatory styles of management. A school-based management development approach, which focuses on learning, is therefore imperative for school managers, especially regarding participatory management.

2.2.2.3 *The public administration legacy*

The apartheid public administration system was characterised by an approach which led to a rule-driven, secretive and hierarchical management structure infused with authoritarian and non-consultative management styles and cultures (cf. Department of Education, 1996a:20; Thompson, 1995:54-55). McLennan (1997:41) relates to this approach as the scientific management paradigm, which emphasised control, regulation, hierarchy and role specification where everyone is boxed with a job description. According to Department of Education (1996a:15) the public administration management system focused on technical administrative functions such as planning, organising, guiding and controlling where officials are seen as implementers of policy formulated by elected politicians.

The legacy of the public administration management system is therefore the infusion of current thinking on education management, is the guiding principle behind the restructuring of many provincial education departments and is characterised by an emphasis and concern with order and control (cf. McLennan, 1997:43). In schools, managers focus therefore on such issues as professionalism, development of regulatory frameworks and the clarification of roles and functions. The thrust is thus on administrative processes and structure.

This thinking ignores the change dynamism of the education environment and treats it as being fragmented and static with no interrelationships between the different levels of activities. By focusing on professionalism and expertise to project power, the legacy of the public administration management system limits access to less qualified personnel and tends to establish access routes in public administration and therefore schools in the form of routine consultation practices. This limits full stakeholder participation and thus alienates them from developmental management practices.

School managers are influenced by this management legacy and therefore, need a management development approach at school level that must foster skills for participatory management, consultation and transparency. The emphasis of management development activities at school level must thus be on building relationships and decentralising control so as to encourage participation and innovation.

2.2.2.4 *The gender legacy*

The past education system was characterised by discriminatory tendencies against women. According to the Department of Education (1996a:21) the concentration of women in junior levels of the public service has perpetuated a stereotype that women are not fit to hold top positions in the education system (Wolpe *et al.*, 1997:195). This has meant that the education system has not benefited from the joint input of both men and women at all levels. Greyvenstein (1989:55-77) reports on research conducted in the USA, UK and RSA that women constitute a large majority of the teaching force, yet a small minority of the education managers. She also reports that the degree of participation of women in education management decreases within the hierarchical structures of education from junior to more senior phases, thereby indicating both an inter-structural and intra-structural gender related dichotomy occurring on horizontal, and more particularly, on vertical continuums.

De Witt (1995:545) and Monau (1995:2) emphasise that the barriers to women entering into education management are based on the traditional and stereotype attitudes of society about typical feminine characteristics, *inter alia*, lack of self-assertion, poor self-image, lack of self-confidence, excessively emotional reactions, dependence and the role conflict between the traditional role of wife and mother and the career role. The gender legacy that has seen women being discriminated against has without doubt led to women often lacking role models of female managers especially in secondary schools (Riches, 1990:147). Lemmer (1993:20) cites constraints exercised by race as a factor contributing to gender discrimination in that 70% of all teachers in South Africa comprise women and yet the same women are underrepresented in education management positions and that there are disparities in salaries between men and women teachers.

Riches (1990:143) argues that there is generally a limited understanding of the difference between the way men and women manage schools. He cites studies in the United States of America which found, *inter alia*,

- that women and men create different work environments, e.g. women conduct more unscheduled meetings, monitor less, take fewer trips away from school, observe teachers more often and prepare their written correspondence in the evening at home while men did theirs during school hours;

- that there may be sex differences in leadership;

- communication styles may also differ (cf. Wolpe *et al.*, 1997:204);

- there may be differences in decision-making, e.g. women are perceived as being more democratic and participative managers as well; and

- women differ from men regarding handling of conflict, with women tending to diffuse it rather than intensify it.

The report on gender equity in education (Wolpe *et al.*, 1997:213) shows that management training in South Africa has always favoured high-ranking public servants more than those at lower levels. This implies that by virtue of being few in high positions, women have not accessed management training. The report also adds that in South Africa, gender inequality is located in the context of race, class, age, ability, geographical location and sexual orientation.

Although the gender issue is a world-wide phenomenon, in South Africa it was perpetuated by discrimination. The legacy thereof in the present system is that while many discriminatory practices have been outlawed and equality entrenched in the Constitution, the attitudes towards females still pervade the education system. Male and female stereotypes need to be eradicated and basic qualities for effective managerial performance should be identified regardless of social constructs of gender.

A management development approach at school level should therefore provide programmes and activities that empower women in managerial positions in such skills as assertiveness. These programmes should aim at entrenching equality principles and promote women's feelings of efficacy. There is a danger that if this does not happen, an abuse of managerial power and authority might occur from women who suddenly find themselves in leadership positions, who might exercise this power for "revenge" on their male counterparts at the expense of managerial effectiveness. It is therefore a school-based approach that promotes collaboration, participation and democracy that will level the managerial playing fields and foster an understanding of roles people play in schools without being overly gender sensitive or patronising.

2.2.2.5 *Concluding remarks*

The past education system has left legacies that have a profound influence on the current management systems in schools.

It is clear that the apartheid education legacy was imbued with structural and practical problems (cf. 2.2.2.1). The legacy thereof complicates the process of change, especially since changing people's attitudes is more difficult than changing the system's structure. Consequently, people are caught in conflicting situations where the past practices are incompatible with the present. This is compounded by the change process, which while attempting to restructure and redress the past, is not directly dealing with the specific needs of school managers in a changing environment. For this reason, an approach to management development at school level is imperative so as to customise its intended outcomes to the specific school management development needs as near to their locale as is possible. School management teams need management development programmes that deal with needs in a practical manner as against informative management development workshops that address generic needs.

On the other hand, the education management legacy has left the new education system with a myriad of inappropriately qualified school managers. For these managers, a management development approach that addresses managerial skills is essential. The Institute for Education Management Development will hopefully address those aspects of management. However, a school-based approach is prerequisite to address the operational and specific management needs of school managers on a local, immediate and continuous scale. In terms of participatory management, this has to be an approach that is embodied in the staff development programme of the school. This would ensure that the management development approach within this approach enjoys the support of school stakeholders who will most certainly be affected by changes brought about by these management development programmes and activities.

The transformation process has to transcend all barriers to promote the democratic vision through all state departments. This especially has reference to public administration. The management systems of the public administration must project the democratic principles propounded in the education sector. This will then create conditions of collaborative management, so that there will be common directions in both sectors. The influence thereof will be seen in participatory management styles in schools like it will be evident in relationship building.

Many discriminatory practices on a gender basis have already been addressed through the country's constitution. However, it is necessary to build mechanisms to empower women in management positions in order to redress the past imbalances. At school level, it is important that all embracing management development programmes be established to focus on changing attitudes and bias towards women managers. Women themselves

can do a lot to dispel gender stereotypes through a school customised management development approach that would address specific issues relating to gender stereotypes. They would also be empowered to see themselves as managers of institutions and not necessarily "women-in-management" positions as if that was a separate and special management entity.

The legacies of the past are made prominent by the effects of education transformation, i.e. it is the changes that project the incompatibility of what has been carried over from the past, with the new direction. These effects are exposed in the next section.

2.2.3 The effects of educational transformation

The effects of education transformation are most visible in the advocated new vision of participatory management. Among others, there is more emphasis for establishing a partnership of shared responsibilities (Godsell, 1992:132-134). Parental involvement (Murphy, 1989:13), community involvement (Godsell, 1992:132-134; Rutherford & Billig, 1995:68) and the advancement of democratic ideas and society participation in decision making are strongly advocated aspects in this new education vision. The impact of these advocated aspects in school management cannot be overemphasised especially in the light of the past legacies that pervade the current education system and school management.

Among others, the National Qualifications Framework, Outcomes Based Education, South African Schools Act and the Labour Relations Act are some of the changes resulting from education transformation that impact on school management and highlight the need for a school-based management development approach.

2.2.3.1 *The National Qualifications Framework*

The National Qualifications Framework (NQF) is a new approach to education and training in South Africa which seeks to create a flexible education and training system to promote a process of lifelong learning for all South Africans (SADTU, 1997:1). The aims of the NQF are therefore to integrate education and training in South Africa into a unified system, allow for flexible career paths which will allow learners to receive recognition for learning irrespective of where and how they obtained it, recognise skills learnt informally, promote recognition of prior learning when required specific outcomes are exhibited, create flexibility in terms of time frames as learners will be allowed to learn at their own pace and be assessed when they are ready (HSRC, 1995:5; Anon.,

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1997a:13; EIC & IEB, 1996:1-2).

The effects of the NQF are embodied in concerns about its introduction despite its importance and popularity (Erasmus, 1997:22). Among others, concerns about deadlines for its implementation, its educational justification and adequacy of teacher preparation and management capacity are raised (*The Teacher*, 1996:7; Anon., 1997c:14).

The concerns about the NQF also highlight the plight of school management teams regarding the management thereof. They are caught unprepared for managing such a major change, especially the Further Education and Training Certificate bands. They will also be influenced by the past school management legacies.

The effective implementation of the NQF approach necessitates appropriate management structures and policies. It also needs school management that has the capacity to usher in the structures of the NQF bands into existing learning levels with as minimal disruption as is possible. This necessitates a functional and strategic management development approach that will empower school management teams in, *inter alia*, change management and facilitation, strategic management as well as training for attitudinal change. A localised school based management development approach to address peoples' specific development areas is therefore imperative.

2.2.3.2 *Outcomes Based Education*

Outcomes Based Education (OBE) is an educational model premised on the NQF approach (Department of Education, 1997b:5). It focuses on what is learnt and how it is learnt without setting down the curriculum for any course but rather the outcomes of the learning programme (SADTU, 1997:1). OBE is premised therefore on learning outcomes, *viz.* critical and specific outcomes with the key concept being a holistic continuous assessment (Oxford OBE Curriculum, 1997; Department of Education, 1997b:16-17).

OBE heralds immense changes in schools' approach to education. According to Baron and Boschee (1996:57) OBE encourages co-operative learning, peer-coaching and small group instruction. It creates conditions and learning experiences that increase learners' self esteem and social respect as they learn about themselves (South African Human Rights Commission, 1998). Simpson (1997:16) asserts that in OBE educators play a facilitative role as against the traditional role of power and domination while learners are passive recipients of knowledge. It is clear therefore, that OBE implies changes to the

teaching approach in schools. The introduction of OBE in schools will be in a cascade manner. Already, OBE is being implemented in Grade 1.

This manner of implementation has major management development implications. School managers need skills to manage this major change while maintaining stability in the grades that are not implementing OBE. Since OBE implies a change in teaching methods, school managers need to be skilled in staff development and in-service training. School managers also need skills in development planning, strategic and contingency planning.

The GDE has conducted training in OBE for Grade 1 educators. However, the effects of this training have not been very intensive and effective because of time and resource constraints. Notably, not provided is training of school management teams for managing OBE. This indicates the need for a school based management development approach. This approach would ensure that managers at school level are skilled to manage change and conduct staff training and development in order to reinforce the provincial training programmes.

2.2.3.3   *The South African Schools Act 84 of 1996*

The South African Schools Act of 1996 (SASA) significantly changes the management of schools. The Act provides for a uniform system for the organisation, governance and funding of schools (Republic of South Africa, 1996:5). The fundamental aspect of SASA is its advocacy of the democratic principle of participatory school management and governance.

First, SASA advocates greater parental involvement in schools through the School Governing Body (SGB) wherein parents are the majority (Anon., 1996:4). Parents have more powers in matters relating to, *inter alia*, determining the school's language policy, code of conduct for learners, administration and control of school property, drawing of budgets, determining school fees, keeping records of funds and recommending the appointment and dismissal of educators (Republic of South Africa, 1996:18).

Second, educators are afforded more opportunities of participation in decision making through representation in the SGB (Republic of South Africa, 1996:18). Fullan and Hargreaves (1992:3) refers to this involvement as interactive professionalism which implies that educators are allowed greater powers of discretion in decision making on matters affecting them (cf. Chapter 1).

Third, SASA makes provision for regulations pertaining to the admission of learners in public schools (Gauteng Department of Education, 1998a). Among others, access to schools is opened learners. This implies that schools are obliged to admit all learners without any form of discrimination. This has seen formerly whites only schools being inundated by demands for admission of learners from previously disadvantaged areas.

SASA also makes provision for regulations relating to misconduct of learners (Gauteng Provincial Government, 1998b). These regulating impact directly on how student affairs are managed. For instance, the suspension and dismissal of learners for misconduct focuses on the rehabilitation of such learners and the continuance of their education and only the Head of Department of Education has to approve of such disciplinary measures.

SASA highlights major management development implications for school managers in terms of managing the effects of the Act. First, there is a need for continuous management development of school managers regarding participative management styles, conflict management and relationship building and management. Since the enactment of SASA there have been conflicts regarding parental powers as well as the demarcation between governance and professional management issues. For instance parents have demanded rights to hire and fire educators, much against the stipulations of the Education Labour Relations Act.

Second, teacher participation in decision making has been misconstrued to mean educators can and must decide on all matters in school management. This has resulted in school principals perceiving educators as wanting to usurp their powers. A school based management development approach will thus address school managers continuous development needs in this regard by entrenching skills for collaborative decision making and consultation.

Finally, new regulations regarding admission of learners to public schools and regulations regarding suspensions and expulsions of learners for misconduct have management development implications for school managers. School managers need training and development in managing diverse cultural environments. They also need to be able to manage disciplinary measures in a way that seeks to be corrective rather than to be punitive. They thus should be able to create learning climates that minimise the need for expulsion of learners. This implies developing skills for constructive partnerships with parents and community concerns in order to address learners' social problems.

2.2.3.4 *The Education Labour Relations Act*

The Education Labour Relations Act (ELRA) provides for the regulation of labour relations in education including collective bargaining, the establishment of an Education Labour Relations Council and the prevention of and settlement of labour disputes (Republic of South Africa, 1993:2; Department of Labour, 1996:1).   The ELRA promotes the right of educators to fair labour practices, to form and join trade unions and promotes worker participation in decision making and creates an effective and swift framework for dispute resolution (Department of Labour, 1997:3; Gauteng Department of Education, 1998a:11-12).

The ELRA addresses issues like appointments, dismissals, strikes of educators, promotions to management positions (cf. ELRC, 1996). The impact of these changes is on the way on which school managers handle these issues. The focus is on due processes that promote fairness with the main ingredient being the application of the *audi alteram partem* rule as against one-sided procedures of the past. This has tended to confuse and frustrate school managers who largely perceive the Act as promoting educator misconduct in that very often the expected outcomes of misconduct cases, like summary dismissal are usually not forthcoming.

Discussions with Labour Relations Officers in the GDE's Districts revealed that these frustrations very often are caused by school managers not following prescribed procedures in misconduct cases. As a result, they usually fail to prove misconduct beyond reasonable doubt. This is probably because in the past, there was no fairness in handling labour related matters and educators could be dismissed on flimsy evidence being presented by school managers.

This is an indication of a need for management development to provide school managers with knowledge, skills and support to be able to execute the due processes and fair labour practices when faced with cases of educator misconduct. This approach would reinforce aspects of schools' managers management development needs in this regard.

2.2.3.5 *Exposition of standpoint*

Much work has been done to familiarise school managers with the new changes resulting from education transformation. These changes however have various effects on the way in which schools are managed.

For instance, the GDE has conducted numerous workshops for School Governing Bodies regarding the SASA. Information dissemination regarding the NQF and its implications has been done through brochures, newsletters and circulars. Educators have been trained for OBE and training continues for the implementation thereof in other grades.

It is, however, clear that management development of school managers lags far behind. This is especially true in the light of management development focusing on re-skilling managers, educators, governors and others by building their competencies and providing on the job support for them (Department of Education, 1998b:10; Van der Westhuizen & Mosoge, 1998:47). The outcomes of these changes result in frustration for school managers. Among others, managing the implementation of OBE, relating to the NQF and its implications for secondary schools, managing student affairs and dealing with educators' misconduct in the context of the ELRA are some of the management development imperatives for school managers.

Since it is at school level where change and its effects are most visible and have to be implemented, since school managers have had no formal training in management and since management development programmes are usually of a generic nature and do not address specific development needs of school managers, a school-based management development approach that focuses on continuous improvement and development is invariably quintessential. This approach should present a model that allows for training and development of school managers in new innovations within the existing management and staff development programmes.

A school-based management development approach should afford school managers with opportunities for hands-on self-development and the development of their subordinates in management positions.

This exposition has highlighted some of the imperatives for a new management development approach as well as a change in school management. The underlying assumption is that management development is the key to an effective teaching and learning environment. This implies a management development approach that incorporates programmes aimed at changing styles of school management through a model that focuses on the continuous improvement of school-based managers' skills. Clearly then, this is indicative of an emergence of a new management approach in schools.

2.3 THE EMERGING EDUCATION MANAGEMENT APPROACH

The emerging education management approach in South Africa is informed by the central goal of education that propounds the development of a democratic, service-oriented education and training management system (Department of Education, 1995). This system embodies such principles as the participation of stakeholders and the broader community, equity, effectiveness and efficiency, accountability, responsibility sharing and democratic processes.

In order to understand the emerging education management approach, it is necessary to look into the needs that emanate from the education transformation in South Africa.

2.3.1 Needs emanating from education transformation

The national audit of education management development needs and provisioning capacities (Department of Education, 1996c:5) revealed among others, the following:

- *Despite instances of open management styles, organisational structures are still traditional and differ very little from inherited structures and therefore, there is still an influence of old ways of management.*

The influence of old management ways on the new system is described by Lodge (1987:1) as resistance by management to change behaviour. Change is seen as a reflection of (in)effectiveness thus is assigned to the undermining of personal authority. Thus, instead of actively engaging in learning and changing behaviour, managers assume a judgmental nature by finding fault, being outsiders and observers to change and trying to justify their resistance by criticising the way in which change occurs (Lodge, 1987:7). In this regard Gray (1987:35) contends that many managers prefer instruction rather than active participation (in change) because they see learning as uncomfortable and threatening. According to Theron and Bothma (1990:17-19) this could be because most school managers are subject leaders and not educational leaders.

- *There is lack of management capacity at all levels, i.e. skills and knowledge, loss of skilled staff, resistance to change, a need for new policies and management infrastructures, facilitating regulations and clear policy statements and what is expected in practice, school management teams do not understand the implications of the SASA for management, leadership and governance in their schools and student indiscipline continues.*

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This can be seen in instructional leadership styles, financial management and disciplinary problems at schools. In this regard, the writer has observed school principals who, despite having received training and instruction in new teaching methods that focus on learner-centred participation, still prefer and by exemplification encourage teachers to stick to old transmission methods where learners are passive in the lessons. This could be attributed to the lack of capacity for most schools to implement new systems. This could flow from the expectation of instruction as espoused previously rather than be active learners and be proactive in advances to the "little known or unknown" terrain of transformation. This could also be due to lack of proper systems and strategic expertise for introducing and sustaining change.

It appears from this exposition that there is a dysfunction between the vision for transformation as a manifestation of the new direction in education management and the actual change. This seems to be basically because of the challenges for fundamental change in educational institutions and the enduring influences of the past management systems. Therefore, there are needs for facilitating institutional transformation and prioritising capacity building of school managers to implement transformation-driven change. These needs are broadly clustered as involving the development of (Department of Education, 1996a:25):

- appropriate policies, strategies and structures to support the growth of managers. This would involve policy development, a shared vision, setting aims and objectives and decision making;

- systems which could support effective management development;

- the ethos and practice of management development to encourage a sense of motivation and initiative;

- people with the right understanding, skills, knowledge and ability to do their work. This would involve the development of understanding and competence in areas such as policy development, strategic planning, team building and project management; and

- diversity and equity in the education system which requires the eradication of discriminatory practices based on race, gender, disability and sexual preference. In this regard, problems of sexual harassment, rape and violence suffered by women (both students and teachers) in the school environment would need to be

addressed.

It is from these emerging needs and priorities that the new education management approach evolves. McLennan (1997) broadly clusters the past education management approaches into the scientific education management paradigm and the leadership paradigm. These approaches are exposed in the next section.

2.3.2 The scientific education management paradigm

The scientific education management paradigm is an approach that emphasises control, regulation, hierarchy and role specification where everyone is boxed with a job description (McLennan, 1997:41). This approach initially characterised education management development in South Africa and propounded such education management principles as *planning, organising, guiding* and *control*.

The scientific education management paradigm also utilises the notion of professionalism which focuses on rational technical management and policy making techniques. McLennan (1997:43) propounds that the professional management aspect is premised on being able to protect power on the basis of "expertise", professional elitism which limits access to less "qualified" personnel, and an emphasis on professional management which often tends to establish access routes in public organisations in the form of routine consultation practices which limit public participation.

The scientific education management approach therefore relied heavily on order, control, hierarchy and authority. This was often open to autocratic and individualistic management styles.

2.3.3 The leadership paradigm

This approach according to McLennan (1997:43), represents a shift in focus away from scientific administration to business oriented practices and is partially a consequence of the introduction of Model C schools in 1992 to cope with the economic realities of financial cutbacks in the then white education budget. Consequently, at the initiation of the Model C schools, many principals began to talk "business" or "free enterprise", arguing that they would have to be innovative and efficient and utilise school assets effectively and, in addition compete with other schools for learners, thus the increased fees (McLennan, 1997:43-44).

McLennan (1997:48) posits that this approach is directly influenced by British and American literature on school effectiveness and improving educational quality. This literature introduces such concepts as educational leadership, improving teaching and learning and effective communication.

The leadership education management approach advocates such elements as strategic planning, effective information systems, school or organisational climate with a focus on issues related to motivation, school climate and morale, human resource management, Total Quality Management which incorporates such concepts as teamwork, co-operative learning, leadership, driving out fear, breaking down barriers, continuous improvement, focusing on customers, creating learning organisations, thinking about processes and systems, intrinsic motivation, vision, values and principles (McLennan, 1997:45-47).

Emerging from the two education management approaches is the new education management paradigm that is a consequence of needs and priorities emanating from education transformation in South Africa.

2.3.4   The education governance and management paradigm

The education governance and management paradigm places greater emphasis on building relationships between communities and schools, parents and educators, learners and principals, principals and officials whose relationships were polarised by years of apartheid and struggle (McLennan, 1997:47).   McLennan (1997:48) stresses that this approach is characterised by school governance and management of change, both of which place value on centralised and decentralised control.   Centralised control drives reform while decentralised control encourages participation and innovation.

This new approach to education management advocates education management as an activity in which there is stakeholder participation to create and support effective educational institutions (cf. Bolam, 1997:269). In this approach the collaboration between parents, educators, school management teams and to a certain extent learners is of paramount importance. The principles of democratic governance and management are already enshrined in the South African Schools Act (Republic of South Africa, 1996).

This education management approach implies a new outlook towards schools. First, education management should focus on the school and its community where the culture of teaching and learning must be created. This is premised on the envisaged creation of a school-based management system where schools will increasingly come to manage

themselves (Department of Education, 1996a:28). Second, moving towards school-based management implies internal power devolution within the school and democratisation of management at school level.

As against past management systems that tended to focus on order, control and administrative aspects, the new approach is based on and is driven by shared values and mission of the school that should enjoy stakeholder ownership through participation (Department of Education, 1996a:28). Research evidence supports the willingness of stakeholders like educators to be part of the creation of the schools' mission and ethos (cf. Xaba, 1996:48 & Reeves, 1994:37-38). Murphy (1989:45) emphasises that schools need to have effective programmes, which reflect the value systems of their clients. This can happen by actively involving all members of the school community.

2.3.5 Summary and concluding remarks

The afore-going exposition highlighted that education transformation in South Africa implies a change in the way in which schools are managed. This is in tandem with imperatives for a new management development approach.

Transformation has brought about rapid changes in education and, in particular at school level. The emerging needs and priorities (2.3.1) clearly indicate a discrepancy between the ideal transformation-driven situation in schools and the actual practice. The difficulty appears to relate to the implementation of transformation initiatives and change, due to mainly the inherited management structures and lack of capacity at various levels, but specifically at school level.

The top priority for management development appears therefore to be the building of management capacity at school level to deal with change. It is advocated that this should be capacity building of entire school management teams, i.e. school principals, deputy principals and heads of departments. This can be effectively achieved at school level through a school-based management development approach that will address specific management development needs of school management teams, especially regarding school governance and management of change in line with the new education management approach (2.3.4).

Since it can be safely assumed that school management teams do not have the expertise to cascade and facilitate training and development, the management development approach needed should present a model that will provide a readily usable instrument for

use at school level.

The emerging new education management approach with its emphasis on stakeholder involvement in school governance and management poses far-reaching implications for management development of school-based managers. This is explored in the next section.

2.4 IMPLICATIONS OF THE NEW EDUCATION MANAGEMENT APPROACH FOR MANAGEMENT DEVELOPMENT

2.4.1 Introductory remarks

From the afore-going exposition it can been seen that there are far-reaching implications for education management development in schools. Capacity has to be built to bridge the gap between the actual practice and the vision and direction envisaged by the new education system.

The new approach to management development would have to entail a new approach to school management itself. This approach has to be appropriate to the needs of education transformation in South Africa. Good management is an essential aspect of any educational service but its central goal is the promotion of effective teaching and learning in schools. Education management therefore needs to be analysed in view of the new approach for transformation in the long term.

A new approach to management development would entail a new outlook and focus on schools, achieving self-management and building capacity for effective management.

2.4.2 A new outlook and focus on schools

The South African Schools Act places education firmly on the road to a school-based system of education management that will see schools increasingly come to manage themselves. This implies a profound change in the culture and practice of schools (Department of Education, 1996a:28). Making the necessary changes for this new culture and practice in schools would then be a function of the nature and quality of the school's internal management.

The purpose of education management development is to build the capacity of the system beginning at school levels to effect transformation in terms of improving the quality of

teaching and learning and provide education managers with skills they need to do their work ((Department of Education, 1996a:28). The new outlook of schools in the transformation era in South Africa demands of school managers to have the necessary skills to manage effectively.

Doyle (1997:432) emphasises that for successful management development, a knowledge of needs is essential and thus a need for expertise in diagnosis and planning is necessary. In this case the school managers would have to have an insight into the needs of the school in this transformation and thus be able to plan accordingly. The complex nature of this kind of needs analysis is explained by the Commonwealth Secretariat (1993a:16-17) as involving identifying the school's needs, the school manager's needs as well as the needs of other stakeholders.

The exercise of analysing needs will play a major role in the new focus on schools in South Africa. Leithwood (1997:30-31) postulates for instance that schools need to have "community" properties. This calls on the education managers to:

• know about the conditions that must prevail in the home and in the school if children are to develop adequate amounts of social capital;

• be able to assist the community and professional colleagues in creating these conditions in the home and school when they do not exist in adequate amounts;

• be able to develop within a large segment of the school and the community a sense of common purpose concerning the education of children;

• be able to foster co-operative working relations within and among members of the parent community and the school professionals; and

• know how to modify large organisational structures in order to create the sense of intimacy and solidarity associated with well-functioning, small organisational structures.

• know how to establish purposes which stimulate a felt need for professional learning among staff for the school;

• know how to build a professional culture which fosters collaborative problem solving among staff and with the parents in the school; and

- be able to establish a set of norms with staff and parents which encourages, for example, openness to new ideas, debate about controversial ideas and challenging taken-for-granted practices and assumptions.

It is clear therefore that the new outlook towards schools entails focusing on democratic principles of governance and management. This basically implies changing schools into democratically managed communities. Management development implications would thus involve the promotion of democratic management skills as well as skills for building constructive partnerships and relationships.

2.4.3 Achieving self-management

At the core of transformation is the process of decentralising decision making about resource allocation to the level of schools and a significant process of democratisation in the *modus operandi* of school governance and management (Department of Education, 1996a:29). This notion suggests a movement towards institutional autonomy where school self-management is based on the understanding that decision making should be made by people who best understand the needs of students and the local community (Anon., 1997b:2-3). Johnson (1995:225) posits that in England and Wales, democratically elected governing bodies are responsible for determining the guidelines by which schools function and the system of supervision and control. In England the school governing bodies are even responsible for employing teachers and terminating service contracts as well as being responsible for major financial management including the maintenance of schools and staff salaries.

Wohlstetter (1995:23) posits the implications of successful school-based management where self-management is a feature. These include establishing many teacher-led decision making teams, focusing on continuous improvement with school-wide training in functional and process skills and in areas related to curriculum and instruction with an emphasis on professional development. The two points raised here emphasise development activities oriented towards building a school-wide capacity for change, creating a professional community and developing a shared knowledge base. This also involves a well-developed system for sharing school-related information with a broad range of constituents. Wohlstetter (1995:26) further adds that for self-management to work, schools need to work with union officials to remove as many constraints as possible.

This new approach to self-management of schools has to have major implications for a

policy on management development. Certainly the major fact is that school management is undergoing a change and the success and effectiveness of this change hinges directly on the quality of the school's internal management. This places all the more an imperative for a new management development approach that will facilitate among others, change management at school level.

A question arises as to, how then can schools develop a capacity to attain these goals? According to Department of Education (1996a:29) the South African situation needs a new management development approach that is dependent on planning according to a value-driven mission, managing through participation and collaboration, developing schools as learning organisations and drawing upon other levels of the system for support. The exposition of these elements as described by Department of Education (1996a:29-32) follows.

2.4.3.1 *Planning for a value-driven mission*

The new approach to management development emphasises that everything be driven by the values and mission of the school and that these be developed and owned by the major stakeholders so as to create ownership of the school's mission and ethos (2.3.4). This can only succeed by actively involving all members of the school community in the realisation of the mission so as to forge continuous school improvement ahead. This presents a deviation from the traditional notion that the formulation of a school's mission is the task of the top management of a school (cf. Van der Westhuizen, 1995c:144). In fact, schools need to have effective programmes that will reflect the value systems of their clients.

2.4.3.2 *Participation and collaboration*

Participation and collaboration in school management is essential in that collaboration ensures that all staff and stakeholders are involved and participation ensures integration in so far as it informs all management processes and outcomes in an organisational setting. Participation and collaboration implies that decisions related to concerns such as student learning, resource management and staff management and development derive from premises founded on commonly agreed upon principles (cf. Davidoff & Lazarus, 1997:98-100). Therefore it appears that management is shifted from being an expedient response towards a value-driven approach founded upon consent and consensus thus linking goal setting, policy making, planning, budgeting and evaluation at all levels of the schools. An important aspect of collaboration relates to parental involvement where

parents are encouraged to participate in decision making at school level (Murphy, 1989:47).

Johnson (1995:225) advocates this approach since it implies collectivity in decision making, systematic procedures and continuing education for the purpose of accountability and development. He however sounds a note of caution about enforced collaboration in that collaboration is a function of the nature of power relations within a school where power is usually resident with the principal who has legal authority and is legally accountable. Johnson (1995:225) therefore advances at best a more open leadership and suggests that opportunities will have to be created for senior post holders in schools to reflect on and reassess their values in relation to an emergent democratic ethos. Planning would then become the prime responsibility of senior staff and community representatives, translating school policies into action through shorter term development plans (Davidoff & Lazarus, 1997:71).

2.4.3.3 *Schools as learning organisations*

Schools as learning organisations have to treat change as an ongoing feature of their existence by providing the organisational context in which management competencies to carry responsibilities related to learning effectively can be developed. Leithwood (1997:27) contends that the principal challenge facing designing schools as learning organisations is to determine the organisational conditions that foster individual and collective learning and to build these conditions into the school. Such conditions include:

- a widely shared vision of what the school is trying to accomplish;

- a professional culture which encourages considerable collaboration among staff on matters of teaching and learning with strong norms of continuous professional growth;

- structures that allow for a frequent interaction and authentic participation in key decisions in the school; and

- policies and resources that support professional learning activities.

Schools must also develop into learning organisations. To achieve this the schools will need assistance and continuing support from all levels of the education system. Johnson

(1995:225) highlights perhaps more direct the implications of a school-based management system. He propounds that the focus on schools would entail an approach to management which involves a group of people in the decision making process which would mean viewing the school as a complex social system where different management tasks are carried out at different levels of the system by a variety of people. One would add that the devolution of decision making to schools would mean more parent involvement in the actual school management. This is provided for in the South African Schools Act (cf. Republic of South Africa, 1996).

Management development thus combines education, training and support in the context of organisational development, staff development and curriculum development with the aim of improving the quality of teaching and learning. According to Floden *et al.* (1995:19-20) this would include, *inter alia*, capacity building for schools to support and maintain change. These authors relate to the importance of providing leadership and vision as important ways to influence, among others, teachers' sense of what is important.

2.4.3.4 *Drawing on other levels of support*

Schools have to accept prime responsibility for developing capacity to manage themselves. They have to enlist the support of other structures like the provincial, regional and district education departments who have a major task of helping schools adopt the new approach to management. This means that the departments should have clear policy statements related to management and management development, develop support teams with sufficient expertise and resources to offer good management support to schools and ensure that schools have access to reliable management information systems (cf. Department of Education, 1996b:5)

Schools will also have to strike partnerships with other institutions for support. These could be tertiary institutions, non-governmental organisations (NGOs) that focus on management development, private sector organisations and professional associations (cf. Johnson, 1995:229-232).

2.4.4 Building capacity for effective education management

The main challenge of education management development is that of building capacity for effective education management. McLennan (1997:56) postulates that this would involve:

- *the environment of management*, i.e. the development of a clear vision and strategic objectives with an enabling framework which facilitates the achievement of effective management;

- *leadership*, i.e. the development of skills related to managing people, leading change and supporting transformation processes; and

- *individual and team management*, i.e. the development of competencies related to operational management of educational and administrative processes.

This exposition exposes the need for an all-embracing provincial education management development strategy that will provide a framework for management development co-ordination in a way that will provide the necessary support and develop an integrated and sustainable strategy. Such a framework is conceptualised in Figure 2.1.

Figure 2.1   A framework for education management development
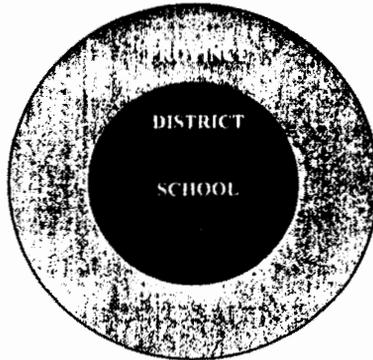
Figure 2.1 illustrates that the education management development strategy would comprise three levels, namely, the province, district and school. The three levels would be responsible for implementing the holistic education management development approach espoused elsewhere in this text (cf. 2.5) to the relevant competency areas. The three levels are based on the GDE's envisaged restructuring that will see the district levels performing major functions that were previously at regional level (Gauteng Department of Education, 1997b). Emerging strongly out of this approach are three key management development areas, *viz.*

- *The ethos and management practice*, i.e. a focus on people and how they fit and are managed by the education system (McLennan, 1997:56). Key focus issues would be management styles, human resource capacity, relationships, culture and values, ethos, working practices and performance.

- *Organisational development*, that is, structure and systems that relate to the extent to which key obstacles hindering effective management are addressed (McLennan, 1997:56). Key issues would include vision, policy processes, decision-making, functions, communication, management information systems, processes and procedures and planning.

- *Capacity building*, which focuses on managers regarding their possession of the necessary skills, will, organisational support and or space to do their work effectively and efficiently (McLennan, 1997:56).

Education management development therefore becomes an ongoing process in which people and organisations learn and adapt in order to improve performance, i.e. the quality of education delivery in schools. Such performance can be evaluated in terms of (Department of Education, 1996a:37; Smith, 1996:69):

- *effectiveness* – achievement of organisational objectives;

- *efficiency* – improved outputs as equivalent or lower cost; and

- *relevance* – long term sustainability in terms of the organisation's ability to learn and to adapt.

The management development framework as adapted from McLennan's exposition (1997:56-80) is conceptualised as follows:

The provincial education management development structure in collaboration with the National Education Management Institute (cf. Van der Westhuizen & Mosoge, 1998:50) would focus on management development areas in each key area. This is illustrated in Figure 2.2, which illustrates the role of the provincial education management development regarding the three management development areas is highlighted.

Figure 2.2 The provincial education management development focus areas

PROVINCE	DISTRICT	SCHOOL

Ethos and management practice	Organisational development	Capacity building for managers
* Development of appropriate people management frameworks and policies	* Facilitate development of a shared vision, development plan and strategic focus	* Team building and team management
* Development of a common working culture and ethos based on shared values	* Creation of enabling management environment through improving communication and decision making processes	* Change management
		* Human resource management
		* Time management
* Developing leadership through sharing experiences and joint problem solving	* Review structures, functions and powers	* Policy management
		* Project management
* Development of good working relationships by entrenching values and working practices	* Development of administrative policy	* Financial management
		* Strategic management
	* Clear and simple systems, processes and procedures	* Technical skills
		* Communication skills
	* Development of common administrative processes and systems	* Function and job related competencies
		* Technical skills
		* Information technology

On the *ethos and management practice*, the province would seek to make people realise the need be to self-efficacious which would be stemming from a feeling of self-confidence and motivation, thus promoting high morale. Focus would be on facilitating the development of a shared vision, plan and strategic focus, creating an enabling environment through improving communication and decision making processes, reviewing structures and processes, developing an administrative policy, creating simple and clear processes and procedures and clarifying roles and responsibilities. Therefore management styles, human resource capacity, culture and values, ethos, working practices and performance would be key focus issues (McLennan, 1997:56,59-60).

On the *organisational level*, the province would ensure that the necessary management frameworks are in place. This would include creating a common work culture and ethos based on shared values thus developing working relationships by entrenching values and working practices. This would make people in the system perceive that issues like appointments, promotion and upgrading procedures are rational and fairly applied and

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that leadership decision making is located at appropriate levels. Key issues would therefore include vision, policy processes, decision-making, processes and procedures and planning (McLennan, 1997:56,59 & 60).

Building capacity for managers means that the province would create competence by developing skills, knowledge, understanding and attitudes that will enable them to carry out their responsibilities effectively. Such competencies would include skills like team building, change management, human resource management, time management, policy management, project and financial management, strategic management, communication skills, technical skills, functional and job-related competencies and information technology (McLennan, 1997:56,59-60).

The province could consider an integrated management development strategy to target a number of areas through a programme of activities which address a range of needs concurrently, e.g. a programme focussing on a shared vision could be linked to building leadership capacity among key managers as well as the development of effective communication systems and teams (cf. McLennan, 1997:61).

The role of the district level's education management development in each key area is illustrated in Figure 2.3.

Figure 2.3 The district education management development focus areas

| PROVINCE | DISTRICT | SCHOOL |

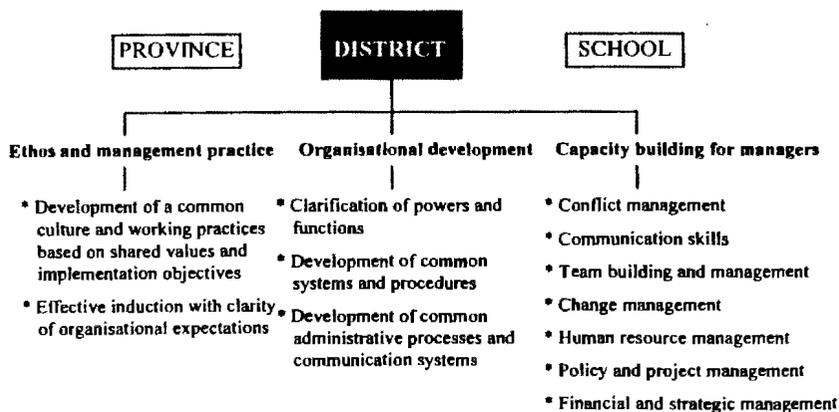| Ethos and management practice	Organisational development	Capacity building for managers
* Development of a common culture and working practices based on shared values and implementation objectives * Effective induction with clarity of organisational expectations	* Clarification of powers and functions * Development of common systems and procedures * Development of common administrative processes and communication systems	* Conflict management * Communication skills * Team building and management * Change management * Human resource management * Policy and project management * Financial and strategic management

Figure 2.3 illustrates the role of the district level education management development in the three focus areas in which the district would provide management development as near to schools as is possible.

These focus areas complement the provincial level's role in education management development. The district level would create easily accessible management development systems to the target group. This target group would also access support on a proximal and continuous basis. This would ensure the sustainability of the programme.

In terms of *ethos and practice of management*, this level would focus on developing a common culture and working practices. By virtue of its positioning, this level would be able to monitor, evaluate and get feedback of management development programmes. The district level would also play a major role in effective induction with organisational expectations (McLennan, 1997:60). The district level would also establish development units to empower district officials and school management teams (Gauteng Department of Education, 1995:7).

Organisational development at district level would include a focus on clarifying powers and functions, developing systems and procedures and developing common administrative processes and communication systems (McLennan, 1997:60). Gauteng Department of Education (1995:10) espouses establishing school governance teams and school change facilitation programmes.
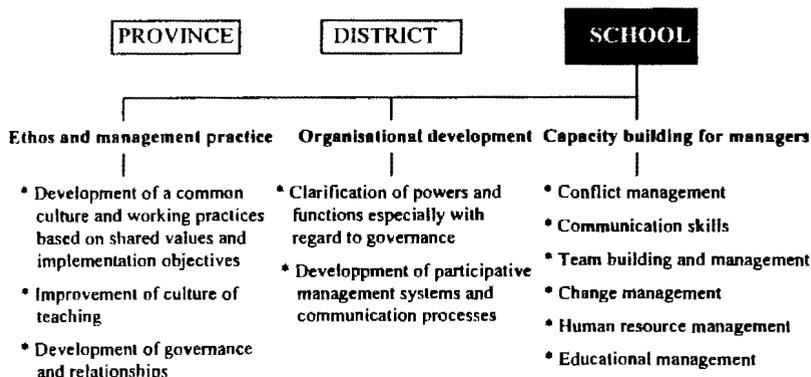
Capacity building of managers at this level would entail building competencies in such management development needs as the management of conflict, teams and team building, change, human resources, policy and projects and financial and strategic management as well as communication skills (McLennan, 1997:60).

The management development approach will need active and interactive needs-driven methods to ensure that all aspects of management development are covered. Some of these methods are exposed in Chapter 3.

The next level is perhaps the most important for purposes of this study. This is where the school managers' task of management development becomes quintessential. The approach adopted here focuses on whole-school development, hence, the inclusion of the entire school management team in the approach. The school level's role in the three key management development areas is illustrated in Figure 2.4.

The *ethos and management practice* involves developing a common culture and working practices based on shared values and implementation objectives, improving the culture of teaching and developing governance and relationships (McLennan, 1997:60). The implication of this is getting schools to be self-managing schools through planning for a value-driven mission, participation and collaboration, turning schools into learning organisations and drawing on other levels of support (cf. 2.4.1 – 2.4.3).

Figure 2.4 The school's education management development focus areas

| PROVINCE | DISTRICT | SCHOOL |

Ethos and management practice	Organisational development	Capacity building for managers
* Development of a common culture and working practices based on shared values and implementation objectives * Improvement of culture of teaching * Development of governance and relationships	* Clarification of powers and functions especially with regard to governance * Developppment of participative management systems and communication processes	* Conflict management * Communication skills * Team building and management * Change management * Human resource management * Educational management

Organisational development at school level would include the clarification of roles, powers and functions especially with regard to governance and the development of participative management systems and communication processes. This would involve the inclusion of community members, educators, management teams in schools, non-teaching staff, parents and students (McLennan, 1997:60). This would also involve creating networks, establishing partnerships and communication. The role of, for instance, the district level and NGOs would be very significant in terms of providing training and development support and infrastructure.

Capacity building would involve management development programmes at school level aimed at, *inter alia*, human resource management, conflict management, change management, team building and education management (McLennan, 1997:60).

The most striking feature of this provincial to school management strategy is the complementary nature of each level on the other levels' focus areas. This essentially makes school-level management development effective in that while the strategy is holistic, school-based management development focuses on specific management

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development needs.

2.4.5 Concluding remarks

The new education management approach implies as a major priority, the capacity building of school managers at all levels of the education system. This will ensure a holistic delivery of effective education enacting an ongoing process in which there is learning and adaptation to improve performance.

Capacity building initiatives from the provincial to the school level will operate within the same framework by focusing on the three key areas, *viz*. the ethos and practice of management, organisational development and capacity building of managers' competencies. There will thus be consistency and purpose of management development activities throughout the system.

It is important, however, to recognise that due to the changing outlook towards schools and the promotion of democratic school management and governance (2.4.1), the move towards self-managing schools and the concomitant management development implications thereof (2.4.2) and the need for capacity building for effective school management (2.4.3), school-based management development needs to receive precedence in order to implement these transformation outcomes. The school level management development approach is therefore of paramount importance in order to provide school managers with continuous and apposite management development experiences.

It is clear that the holistic strategy to management development suggested above should be adopted as it recognise the interdependency of management development, organisational change, relationship building and the management of the change process (McLennan, 1997:61). It is therefore clear that a broad national framework is necessary to lay the foundation for the school level management development implementation process.

The next section explores guidelines for a holistic management development approach in South Africa. This approach is based on the report of the Task Team on Education Management Development (Department of Education, 1996a).

2.5 GUIDELINES FOR A NEW MANAGEMENT DEVELOPMENT APPROACH

2.5.1 Introductory remarks

The new management development framework for South African schools reflects a shift towards democratic governance of schools as advanced by the South African Schools Act. The imminent devolution of decision making to schools and the move towards self-managing schools and schools as learning organisations are driving forces behind the new approach (cf. Van der Westhuizen & Mosoge, 1998:48; Department of Education, 1996a:35).

Van der Westhuizen and Mosoge (1998:48) postulate that the shift to self-management implies that principals and consequently, school management teams should learn to relinquish power and adopt participatory management styles through which staff and essentially stakeholders are involved in such activities as goal setting, policy-making, planning, budgeting and school reviews. This calls on school managers to develop effective relationships among stakeholders, *inter alia*, school governing bodies, department officials and district officials where responsibilities for making decisions affecting schools, interaction with school management teams and empowering schools to improve the quality of teaching will reign supreme.

Due to the complex nature of the education system in South Africa and the legacies of the past where there are sharp contrasts in resources and development in schools, the Task Team on Education Management Development (Department of Education, 1996a) proposed a holistic approach to education management development which seeks to address among others, issues of redress and equity. The approach consists of five components, *viz.* strategic direction, organisational structures and systems, infrastructural and other resources and networking, partnerships and communication (cf. Figure 2.5).
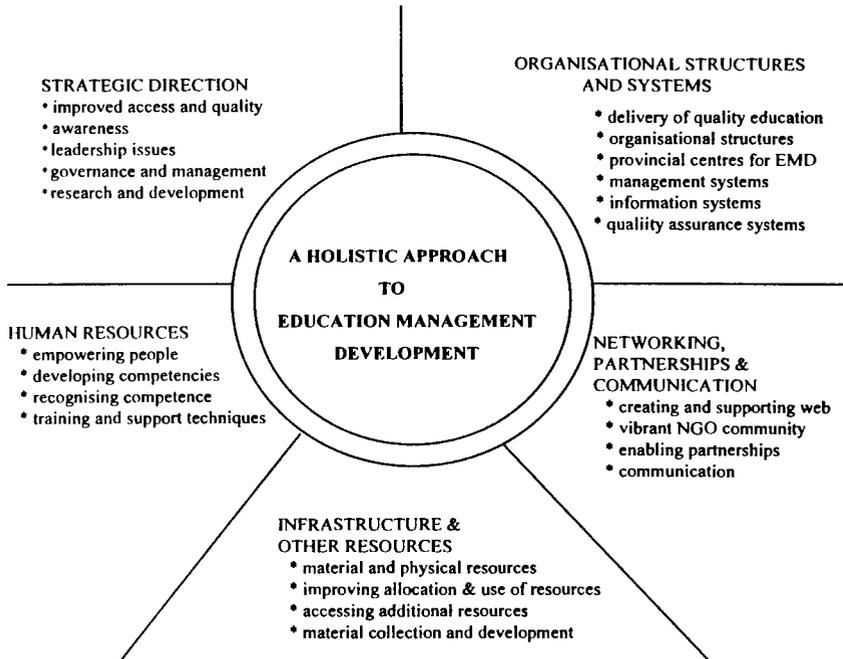
2.5.2 Strategic direction

The strategic direction aims to set the course for schools in order to improve learning and teaching. It is premised on:

- *Improved access and quality* which relates to the better understanding and promotion of the new vision of schooling, namely, the democratisation of the education system and the devolution of decision making to schools (Department of Education,

1996a:39).

Figure 2.5 A holistic approach to education management development

STRATEGIC DIRECTION
• improved access and quality
• awareness
• leadership issues
• governance and management
• research and development

ORGANISATIONAL STRUCTURES
AND SYSTEMS
    * delivery of quality education
    * organisational structures
    * provincial centres for EMD
    * management systems
    * information systems
    * qualiity assurance systems

A HOLISTIC APPROACH

TO

EDUCATION MANAGEMENT

DEVELOPMENT

HUMAN RESOURCES
   * empowering people
   * developing competencies
   * recognising competence
   * training and support techniques

NETWORKING,
PARTNERSHIPS &
COMMUNICATION
    * creating and supporting web
    * vibrant NGO community
    * enabling partnerships
    * communication

INFRASTRUCTURE &
OTHER RESOURCES
    * material and physical resources
    * improving allocation & use of resources
    * accessing additional resources
    * material collection and development

(Department of Education, 1996a:36)

Leadership at all levels of the education system are charged with the task of informing people in the school community about the new democratic vision of education by making sure that everyone in the system is reached.

• *Building the awareness of management development as a foundation of transformation* that recognises the interconnectedness of management development and transformation. This calls for educational professionals to make a commitment to the new education management vision and the new management development approach and launch an advocacy campaign which involves making standard items in the education vocabulary concepts of school performance, quality, effectiveness

improvement, whole-school development and school-based management, planning and in-service training (Department of Education, 1996a:40).

- *Provision of leadership from many points in the education system.* This would include schools and their governing bodies, their partners in tertiary institutions, NGOs and professional associations. Leadership will be based on broad consultation and will need the development of strategies and policies for promoting transformation supported by effective management development interventions (Department of Education, 1996a:40-41). There is a need therefore for the school to interact with people within and outside the school and bring them in some way into the decision making process. School management must therefore create an environment of "participatory democracy" in managing the school.

- *Governance and management* which must include community members, teachers, management teams in schools, non-teaching staff, parents (and students) who must be trained for strategic planning and management as well as the management of school pedagogy. With the immense task facing school governing bodies, training these governing bodies has to take place within the context of improving education management across a wide spectrum of concern (Department of Education, 1996a:41).

- *Research and development* that is a key block in the new strategic realignment. Research and development can be used to prop up existing norms and structures or to forge new ones. Research is needed on such issues as women in management, legal aspects of labour relations, policy and practices, organisational development and transformation, legal and financial frameworks for teacher management and support (Department of Education, 1996a:41-42).

2.5.3 Organisational structures and systems

There is a need for education of a high standard and therefore capacity must be built for schools to structure themselves appropriately and to design effective patterns of work, administrative processes and procedures at all levels, to place and implement their objectives and to set up education management and quality assurance systems.

Building capacity for effective organisational structures and systems involves:

- *Delivering quality education,* which means managing educational services including the ability to plan, implement and monitor the delivery of those services at schools. Strategies considered, like the school's infrastructure, leadership, management and

administration, the relationship between schools and education departments should be in the context of management development as a means of improving the culture of teaching and learning (cf. Chisholm & Vally, 1996:49-61).

- *Organisational structures*, which relate to how duties and responsibilities are divided among individuals within a school. The organogram hereof filters down to schools and their governing bodies where decisions need to be taken about the best way of allocating work and establishing the day-to-day relationships among people working in various parts of the school organisation (Department of Education, 1996a:42).

- *A centre for management development in each province*, which implies that training and support for management teams in schools, the establishment and development of school governing bodies and the development of management structures, systems and procedures is the responsibility of provincial education departments. Provinces should have means of developing strategies and adopting policies on education management development and overseer their implementation. Education management development can succeed with the establishment of suitably located, staffed, mandated and resourced centres (Department of Education, 1996a:43; Wallace, 1987:2).

- *Management and information systems*, which include regulations interpreting legislation and policy, financial, personnel and record keeping procedures, planning and policy formulation and monitoring and evaluation. These systems must support the mission of the organisation they serve and be consistent with their values and visions. These systems should be developed from the main features of administration to establishing the organisation's capacity to formulate policy goals, define strategies and implement policy which increase effectiveness (Department of Education, 1996a:44).

The Education Management Information Systems (EMIS) will make reliable information available to stakeholders so that managers and governors can make well-informed decisions. EMIS helps in identifying and making sense of areas which need capacity building interventions and in monitoring the impact of training and support especially if it is ensured that management development information needs are incorporated into the EMIS information baseline (Department of Education, 1996a:44).

- *Quality assurance systems*, which are processes for monitoring and regulating the quality of schools and help to develop norms and standards for governance and management and to decide where professional training and support is needed. These systems can be used effectively to monitor and evaluate the effectiveness, efficiency and relevance of processes of policy formation (Department of Education, 1997a:7-10). These mechanisms are critical for the transition to democratic decision making and the new approach to management as they create possibilities of delegating and decentralising authority and protecting the system's coherence and quality (Department of Education, 1996a:45).

A quality assurance framework includes processes for reaching agreement on underlying principles of education management and development, on characteristics of good practice and on norms and standards. These norms and standards could be developed within the context of the NQF, identify and promote management competencies, accredit education management development providers, validate courses and programmes, recognise prior and experiential learning and certify managers or aspiring managers at various levels.

2.5.4 Human Resources

This component entails empowering people by developing appropriate competencies, recognising competence and training and support techniques.

- Empowering people will need capacity building that will focus on three aspects of people development, *viz.* (Department of Education, 1996a:46; Van der Westhuizen & Mosoge, 1998:49):

  - *Objective empowerment*, which refers to the need of perceiving appointments, promotions and upgrading procedures as rational and fairly applied.

  - *Subjective empowerment*, which refers to the need of people to be self-efficacious, self confident, motivated and have high morale to perform their jobs; and

  - *Competence*, which refers to people's need to develop skills, knowledge, understanding and attitudes which enable them to carry out their responsibilities effectively (cf. Schuitema, 1994:88-89).

- *Developing appropriate competencies,* which implies taking care of needs emerging from the new education management approach (Department of Education, 1996a:46) and include an increased emphasis on relationship- and team-building skills. This is made imperative by the shift to participative management and decentralised decision making.

  This involves (Department of Education, 1996a:46-47):

  - *Planning* to ensure that people with the right skills and abilities are in the right place at the right time.

  - *Employing people* through fair and effective recruitment, selection, promotion and deployment procedures.
    .
  - *Managing people* to balance individual performance, attitudes and aspirations with the overall goals, culture and values of the organisation.

  - *Developing people* to improve their effectiveness and that of the organisation. People should have opportunities for improving skills required in their current jobs, pursuing their career goals and taking up new responsibilities in an education system transition. People development involves on the job training and support, career counselling, mentoring and self-study, distance education and peer-group work.

  - *Working together* to foster recognition of the interdependence of everyone in the education community.

  - *Equity,* that is, ensuring that diversity within the education community is recognised.

- *Recognising competence,* which is concerned with validation of training courses and trainers and how to certificate trainers, recognise and reward improved performance (Department of Education, 1997a:18).

  It is necessary to identify procedures for (Department of Education: 1996a:47):

  - identifying agreed competencies, i.e. skills, knowledge, understanding and attitudes that characterise management at various levels within the context of the

NQF;

- accrediting providers and validating their courses and programmes on the basis of agreed criteria to ensure that what they offer is sound and relevant;

- recognising accumulated experience and improved performance through promotion and rewards; and

- identifying competencies required before appointment or selection of people to designated management posts.

- *Training and support techniques*, which are needed for education management development. Training and support techniques can be effective if they provide long-term local support to school management teams, district officials and other management cadres. These techniques could include distance education, mentoring, peer group study, cascade training, study tours and exchanges, attachments in industry, serial workshop programmes, cluster- and school-based support and in-service training, co-ordinated non-governmental training and support programmes, teacher in-service centre and college outreach programmes, school clusters working together and self-study. All these techniques need to be supported by high quality training manuals, resource handbooks and complemented by district advisory services (Department of Education, 1996a:47-48).

2.5.5 Infrastructure and other resources

This component involves developing the basic infrastructure for decision making and providing adequate technical, financial and other resource back-up and involves appropriate working environments for students, teachers and governing bodies in particular, adequate physical and material resources, computer systems and the allocation of funds. Infrastructural and resource provision include the following:

- *Material and physical resources*, in which attention must be given to basic needs like water and electricity. Amenities like photocopying facilities, phones, transport, computer hardware and software and other technologies that underpin modern management are disparately available to school management teams. The provision and management development of these amenities need to be taken cognisance of (Department of Education, 1996a:48).

- *Improving the allocation and use of resources*, which seeks to redress past imbalances. The new approach to management development will need appropriate allocation of human, infrastructural and financial resources. The starting point of an overall strategic resource plan for education management development has to be a detailed analysis of the utilisation, cost effectiveness and efficiency of the deployment of existing resources (Department of Education, 1996a:48-49). There must be a redirection of financial resources for education management development from the universities and technikons in support of pre-service and post-graduate academic training for professionals.

- *Accessing additional resources*, which will be allocated for education management development. The contributions of the international community will come in handy, e.g. bilateral agencies representing Britain, Canada, Denmark, France, Sweden and the USA and multilateral agencies including the Commonwealth Secretariat, the European Union, UNESCO and UNICEF. These agencies have already made commitments to management development in South Africa (Department of Education, 1996a:50).

- *Materials collection and development*, which implies a need for a central, world-class document collection dedicated to education management in South Africa. The collection could be housed at a national institute for education management development and must be complimented by a comprehensive, systematic and up-to-date collections in institutes, colleges and faculties of education, each provincial administration and selected education resource centres (Department of Education, 1996a:50).

2.5.6 Networking, partnerships and communication

This concerns linking institutions, people, organisations and interest groups inside and outside South Africa, which will enable effective use of the technical, financial and professional resources available to education management development. This can be done through a web of support, a vibrant non-governmental community, evolving partnerships and communication.

- *A web of support*

A strongly woven web of vibrant networks and partnerships has the breadth and depth to nurture, drive and sustain the management of change (Department of Education,

1996a:51). Working together this way, sharing information and expertise is consistent with vision of the new democratic education service. Therefore the new approach to management and management development espouses establishing a web of support and supporting the web by making available a great deal of time and energy to make the new partnership principle underlying the strategic proposals (cf. Floden *et al.*, 1995:21). An example of how this can be realised is espoused by Pather (1998:17). He propounds that schools can establish telecentres aimed at providing information on a broad scale. The centres could be linked to information sources like government and business through computer links. These centres could sustain themselves through offering computer literacy classes, distance learning, adult basic education and training, vocational skills courses, telephone services, fax machines, e-mail, internet, typing, word processing, printing and photocopying facilities.

- *A vibrant non-governmental community*

South Africa's non-governmental community has had a wide experience in drawing on diverse expertise to achieve its goals. The non-governmental organisations should be complimented by reflection, sensitivity and a commitment by government to understand and decide on the role they should play (Department of Education, 1996a:51-52). Guidelines for involving potential partners in new working relationships in education management development are urgently required.

- *Evolving partnerships*

Provincial core teams on education management development and intra-provincial collaboration in designing management development strategies, sharing information and expertise inter-provincially must be formed (Department of Education, 1996a:52). Bringing together representatives from tertiary institutions, NGOs and various associations to work together could do this. Already there is an evolution of consortia of NGOs, government departments and institutions to set education management development policy and implement practical training programmes. An informed network of provincial officials responsible for designing and implementing management-related activities have emerged.

It is essential to build on such initiatives so that working collaboratively becomes the cornerstone of the way work is done. This also puts an emphasis on convening *ad hoc* committees and inter-provincial groups which would permit provincial officials and their partners to tackle problems together, i.e. establishing and training governing bodies,

preparing regulations, developing and producing training materials and rationalising inspection and advisory services.

• *Communication*

Sharing information and transparency in communication at every level of the education system should be characteristic of all intentions and activities (Department of Education, 1996a:53). Decision making at all levels should be characterised by access to information. The process of decentralisation must therefore include provision for decentralised decision making.

2.5.7 Conclusion

The new education management development approach seems to be appropriate for South Africa's education management needs. First, its holistic nature addresses the legacies of the past in terms of redress and equity while aiming to entrench principles of democratic school management so as to offset the adverse effects of education transformation.

Indeed the outcomes of this approach can only be measured in the long term. This could be perhaps because it seeks to address a broad range of education management development needs. This is likely to address generic needs and to an extent some coincidentally specific needs. However, it may fall short of addressing real management development needs pertaining to "burning issues" at various levels and times of transformation. Therefore, a strategy to address school-based management development needs is an indispensable necessity.

The components of the holistic approach generally cover management aspects of a transforming school system. It is basically possible to scale down these components to school-based specific management development needs. Such a scenario can be made possible through a school-based management development approach that will afford school managers with opportunities to experience learning through a model that embodies strategies for, *inter alia*, experiential learning, peer-group learning and coaching.

In South African schools, this approach must recognise the lack of capacity of school managers to develop through structured experiential learning or to facilitate the formal and structures development of others. Of course, the trial and error experiences of school

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managers would be significant in this approach since it implies that people have some measure of management experience, especially the administrative side thereof. That experience will facilitate on-the-job learning experiences.

The current education management direction that proposes a national institute will be indispensable since it will provide a framework for education management development in South Africa, as well as a statutory basis thereof. This idea is further explored in Chapter 4.

2.6   SUMMARY

This chapter has outlined the need for a new management development approach in South African schools. The imperatives for change have highlighted the shift in education management from the national ministry of education to the school level. The transformation process with its focus on the democratisation of school management reveals the need for the approach that is suited to the needs of a changing South African society. Indeed, the holistic approach to management development could be a needed weapon for the change into a school-based education management system. It has become clear that education management development is the key to the effective implementation of the transformation process and all the policy initiatives that seek to change schools into institutions of learning.

From a school management point of view, it is very crucial that a thorough grounding and understanding of education management development, especially at school level, should be attained. The question that has to be addressed is what the nature of management development is in the context of a holistic approach. The next chapter will investigate the nature and scope of management development as a task of school managers.