

UNIVERSITY OF CAPE TOWN

FACULTY OF EDUCATION

Management Training for School Principals : A survey of the
content of a selection of available training courses and of
the opinions of a group of school principals in the Cape Town Metropolitan Area

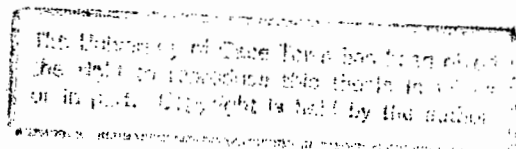
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requirements for the Degree of

Master of Philosophy

by

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DECLARATION

I hereby declare that the work contained in this dissertation is my own and, unless otherwise acknowledged, has not been plagiarised from any other source.

Signed by candidate

C.M.Girvin

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AUTHOR'S NOTE

Some of the course material used in this study was given to the writer in confidence. In order not to breach this confidentiality (and thereby, possibly, jeopardise the research of future students from this university) there is no reference to this material in the bibliography. In addition, the following is an example of how the material is referenced in the text:

(Course A, Cape Town 1994 : 3).

ABSTRACT

The election of a new South African government in April 1994 has marked the onset of major changes in the education system. These changes will be most universally felt in their effects on schools. Thus school principals will become the fulcrum around which change takes place, receiving policy directives from the authorities and being responsible for their propagation and implementation in the schools. In such a situation, the whole question of the training, both pre-service and in-service, that is provided for school principals to equip them for their job becomes crucial. This study identifies a selection of in-service courses available to school principals in the Cape Town metropolitan area and compares the content of these courses with a list of the tasks and skills required of principals in the 1990's identified from a survey of the international literature. The aim is to determine the extent to which these courses are dealing with the tasks and skills. The literature survey also identifies a list of characteristics appropriate to effective in-service courses against which the Cape Town courses are compared. As an adjunct to the study, the opinions of a group of school principals were canvassed via a questionnaire. This questionnaire attempted to establish what management training these principals had received and also in which areas they desired training or further training. In the final section of the study, policy recommendations relating to management training for school principals are made.

The study concludes that, whilst there are a number of courses on offer for school principals in the study area, management training for school principals does not appear to have been a priority in the past, there is very little co-ordination between the courses, and there are a number of important areas that are addressed by few, if any, of them. Amongst its recommendations, therefore, is the establishment of a research institute to co-ordinate in-service training for school principals and thus provide a more effective basis from which they can carry out their important role in the future.

CHAPTER 1. INTRODUCTION : THE RATIONALE AND SCOPE OF THIS STUDY.

South Africa's historic democratic elections in April 1994 and the subsequent installation of a government of national unity in May set the scene for a major restructuring of and change in all departments controlled by the central government. Change has already begun to take place in areas as diverse as education, health, housing, defence and justice. In the field of education, the new government has given some indication of its future intentions with the publication in September of a 'Draft White Paper on Education and Training' (1994). Whilst the proposed changes in this document are described in very general terms, it is clear that the education system of the future is going to differ considerably from the one to which we have become accustomed.

These changes are going to affect all levels of the education system, but they will be felt most universally in the effects which they have on schools and on the nature of the education which children of the future will receive. The responsibility for implementing and coping with changes in schools will rest with the staff under the guidance and leadership of the principal/headteacher and the school management team. In a sense, then, the principal will be the fulcrum around which change takes place, receiving general policy directions from above and being responsible for their propagation and implementation below. The ability of the principal to cope in such changed circumstances thus becomes crucial. The issue of support from within the education system and the wider society, specifically in the form of training courses to help principals prepare for change, is equally crucial. Caldwell has noted that 'Rarely have adequate time and resources been set aside prior to, or during, change for the necessary professional development of staff' (in Chapman 1990 : 22)

The initial impetus for this study was provided by the writer's involvement in a pilot survey undertaken by the Education Foundation in Western Cape schools falling under the auspices of the Department of Education and Training and of the House of Representatives in February and March 1994. This survey aimed to 'produce school profiles which can better inform initiatives, discussions and practical interventions around educational reconstruction.' (Education Foundation 1994 : 1). The researchers involved in this survey were required to make an inventory of facilities and resources available in the schools and also to conduct a series of interviews with the school principal, his staff, pupils and members of the parent community.

The school principal in his interview was required to indicate if he had had any specific training to prepare him for the principalship and, whether he had or not, if he would welcome such training or further training. Of the 17 principals interviewed, only 5 indicated that they had had any training for the job and all of them indicated that they would welcome further training for the principalship in a number of areas. Despite this, 16 of the 17 principals indicated that they received invitations to attend training workshops. In addition, 1 principal said he never attended such courses, 7 said they sometimes attended while 8 said they always attended (Education Foundation 1994).

The Education Foundation survey seemed to indicate that there was a need for training to prepare educationists for the principalship in the Western Cape even though there was some training available. What there was, though, appeared to be inadequate. At the same time, as mentioned earlier, the school principal was to become a crucial factor in the successful implementation of changes in the education system. It was against this background that the current study was conducted.

Further justification for the study was provided by an initial survey of literature relating to the importance of the school principal within the educational fabric and the nature of the preparation for principalship both in South Africa and, more particularly, abroad.

Writing of the skills needed by principals, Lewy, for example, has stated that

'Mastery of these skills may be facilitated by personality traits of the learner but their acquisition is by no means a result of accidental experiences or insights. It is the result of carefully planned systematic studies' (in Ashley et al. 1987 : 61)

This is a view shared by other writers too (for example Bolam 1994, Dadey and Harber 1991, Everard et al 1990, and Lungu 1983). A study conducted by the National Association of Secondary School Principals (NASSP) in the United States found that 77% of principals felt that professional development was the most important service an educational association could offer (Durden et al. 1992).

On the other hand, it appeared that the neglect of training for school principals in the Western Cape was not unique. For example, Lungu had stated that

'One of the conspicuous anomalies in the current educational systems of Africa is the negligence of planning and development of administrative personnel.....educational administrators were typically selected from teaching and clerical staff who were trained for duties different from those of administration' (1983 : 85)

Similar sentiments relating to the training of principals in the United Kingdom have been expressed by Bailey (in Hoyle, 1986) and McNie (1991) for example.

In addition, recently released documents on the future of education and training seemed to make no specific mention of the need for the management and leadership training of school principals. The ANC's draft education policy document (1994) does make reference to the need to upgrade inservice education or INSET but the emphasis is on the effective preparation of teachers and trainers. It is not clear whether school principals are included under 'teachers'. In the White Paper on education released in September, too, the emphasis is on the training of teachers although there is an earlier qualification that 'this document does not cover all aspects of the system in detail' (1994 : 13).

In the light of the observations outlined above, this study set out to answer the following questions:

- (a) what training courses are available for the preparation or in - service training of school principals in the magisterial districts of Simonstown, Wynberg, Bellville, Goodwood and Cape?
- (b) what is the content of these training courses and to what extent does this content address the knowledge and skills required of school principals today?
- (c) do these courses satisfy generally accepted criteria relating to training courses for school principals?
- (d) what are the perceptions of school principals themselves relating to the need for training (or further training) and the content of training courses?
- (e) can any policy recommendations relating to management training for school principals in a new educational dispensation be made?

Before proceeding any further it is necessary to mention some of the limitations of the study. Firstly, it was not possible to include ALL training courses in the survey since there were some institutions (most notably those associated with the previous regime) that were not prepared to provide details of the content of their programmes. Others promised to provide details of their training courses but these promises were not upheld in the time allowed for this study. Secondly, time constraints prevented a comprehensive survey of school principals in the districts concerned being done. Instead, what might be regarded as an initial survey was done - it included some 18 principals chosen at random from schools in the different districts. The study does thus not claim scientific validity for the survey of principals opinions.

A third limitation of the study relates to the fact that only the *content* of the courses was examined. It can thus not be regarded as a study of the effectiveness of these courses since this would also require, inter alia, an examination of presentation methods and the effects which these courses have on the way principals fulfil their tasks when they return to school. Indeed, as McNie et al. point out, '...it is only the extent of improvement in schools that can count towards an estimation of the success of the programme' (1991 : 1). This is a view shared by other writers too eg. Bell (1991), Hellawell (1988), Dean (1987) and Olivero (1982). On the other hand, in a review of the in - service preparation of school managers, Bolam notes that '...there are no studies which indicate clearly the impact of training on performance' (1994 : 71). Weindling et al. agree with this viewpoint:

'Evaluating the effectiveness of management training programmes has proved to be very difficult...the crucial question of whether it makes any difference within the school remains largely unanswered'(1987 : 51).

One final explanatory note before proceeding. In the course of this thesis reference will be made to the different education departments that existed in the past. The reason for this is simple - whilst there is a need to move away from the separate development of the past, what is observed today is still very much a reflection of that separate development and so needs to be described as such. In addition, a single department of education will only exist from 1 April 1995.

Chapter 2 of this study will present a review of the literature pertaining to the role of the school principal in determining school effectiveness, the skills required of school principals, and the training of educationists for the principalship. In Chapter 3 the methodology used in this study will be discussed and that will be followed in Chapter 4 by a discussion of the available courses themselves. In Chapter 5 the results of the pilot survey of school principals will be presented and analysed. Finally, in Chapter 6 a number of policy recommendations pertaining to the future place of management training for school principals in the education system will be made.

CHAPTER 2 - A REVIEW OF THE LITERATURE

2.1 Overview

Having outlined the scope of this study, this chapter will present a review of the literature pertaining to it. The chapter begins with a discussion on effective schools and the head's role in determining school effectiveness. This is followed by a look at some of the material from outside the school effectiveness movement which also acknowledges the importance of the leadership provided by the school principal. Much has been written on the need to train school principals and of the form which this training should take and it is this area that will be considered next. Finally there is a discussion relating to the skills which it is generally accepted school principals need to have and the tasks which they have to perform, all of which need to be developed in management/leadership training courses.

* 2.2 Principals and Effective Schools

There is a growing body of evidence to suggest that schools have an important effect on the pupils who attend them. This view contrasts starkly with that expressed in the Coleman Report which was published in the United States in the mid - 1960's. The latter claimed that the performance of children at school differed because of differences in the socio - economic background from which they were drawn and that there was little which schools could do to overcome these differences (Brullard et al. 1993). Since the Report appeared, however, a large number of studies (reported in Reynolds et al. 1992, Scheerens 1992, Purkey et al. 1985 and Sweeney 1982, for example) have refuted its claims and the evidence now overwhelmingly points to the fact that schools DO make a difference. Thus,

'...studies which have collected a very wide range of data concerning the intakes into different schools have still found large differences in the outcomes of schools, even when allowance has been made for differences in intakes' (Reynolds et al. 1992 : 3)

These studies have not only concluded that schools do make a difference - they have also sought to establish what particular characteristics of some schools make them better, or more effective, than others. The literature on effective schooling suggests that there are a large number of characteristics which may vary in their effect from school to school. Amongst the most commonly reported are the following:

- (a) strong and purposeful leadership by the principal
- (b) intellectually challenging teaching by a motivated and committed staff who have high expectations of pupils
- (c) support from parents, the community and the wider education system
- (d) the existence of a safe, orderly and adequately resourced learning environment
- (e) a clear and focused school mission

(Heneveld 1994 ; Brullard et al. 1993 ; Dalin et al. 1993 ; Hargreaves 1992 ; Levin et al. 1992; Reynolds et al. 1992 ; Scheerens 1992 ; Purkey et al. 1985 ; Rutter et al 1979).

Of particular significance for this study is the emphasis placed on the role of the principal in determining school effectiveness. *Every* survey of the school effectiveness literature consulted by the writer (see above) made reference to the importance of the principal, frequently placing this factor at the top of a list of those determining school effectiveness. Thus, for example, Hargreaves (1992) makes reference to the purposeful leadership of the staff by the headteacher, Scheerens (1992) refers to the importance of school organization and management, and Edmonds (in Dalin et al. 1992) characterizes an effective school as having a school leader with leadership qualities who, in another study (in Levin et al. 1993), provides strong leadership. In the words of Hamlin,

'Over the past decade there has been a growing realisation both inside and outside the education service that school effectiveness is determined to a very large extent by the quality of management within the school' (1990 : 3).

Kerry et al. (1992) would concur. Ouston even goes so far as to say that '...studies of school effectiveness in the 1990's will become studies of school management' (1993 : 215).

2.3 Beyond School Effectiveness

Even beyond the literature on school effectiveness per se, the importance of the school principal is acknowledged. In a study of 'Ten Good Schools' carried out by Her Majesty's Inspectorate in 1977, one of the key determining factors was found to be the imagination and vision of the school principals and their ability to focus on future goals.

Laws et al. have stated that 'The realisation that benefits accrue from well managed primary schools seems to have been recognised officially since the mid - 1960's' (1990 : 269).

Writing of the situation in secondary schools, Field (in Hughes et al.), whilst recognising that the success of a school will depend on many factors, alludes to the 'widespread support for the view that the most significant factor is the quality of leadership provided by the head' (1985 : 308). In another study conducted amongst 50 school principals and 55 experienced teachers in the secondary phase it was found that such factors as teachers innovativeness, the adoption of innovation by schools and the climate for change in schools were significantly related to the behaviour of the principal (McGeown in Harling 1984).

It is important to note, though, that there is not unqualified support for the importance of the principal's role. Thus, for example, Hall et al., quoting work done in the United States, suggest that 'there continues to be uncertainty as to whether it is effective principals that create effective schools or effective schools that create effective principals' (1986 : 5). Talking of leadership generally, Segiovanni (1982) notes that writers on leadership have concluded that leaders do not have much of an influence on the effectiveness of their organizations. At the same time, there are those who have been critical of the effective schools movement because of the suspect nature of some definitions of school effectiveness and because there has tended to be an emphasis on the achievement of goals rather than about the quality of those goals (Bell 1991). These dissenters do, however, tend to be in the minority.

2.4 The Development of Management Training Courses

As the critical importance of the principal's role in the school has increasingly been acknowledged and as the awareness of the changing nature of this role has developed, so more and more writers have emphasized the importance of providing training in management and leadership skills for school principals. It is only relatively recently that education authorities have begun to take the whole area of management and leadership training seriously. In the

United Kingdom, for example, it is only since 1983 that the central government has earmarked significant amounts of money for school management training (Holmes et al. 1989). Writing of the situation in the United States in 1982, Olivero found that training opportunities for most principals were 'deficient' (1982 : 341). In 1985, Snyder and Johnson 'concluded that principals at all levels "perceive that they are virtually unprepared for their jobs today.." ' (in Ploghoft et al. 1988 : 24).

From a European perspective, Bailey notes that, whilst training opportunities for principals had been available for many years, 'there was little systematic provision until the 1970's' (in Hoyle *1986 : 214). In Third World countries there has only been an interest in training educational administrators since the latter half of the 1980's (Rodwell in Hoyle 1986). Rodwell (*ibid*) saw this interest in training as the latest in a series of 'waves of enthusiasm' (1986 : 239) which had swept through the countries of the Third World although she does note that the preoccupation with training was, oddly, as evident in industrialized nations.

* In South Africa, too, management training does not appear to have been given much attention prior to the 1980's. For example, whilst the Department of Education and Training (DET) recognised that there had always been a need for the management development of school principals, it was only in 1982 that it started to compile a series of lectures aimed at principals, deputy principals and heads of department (van der Westhuizen 1992).

* The main reason for the relatively recent interest in management training seems to lie in the changed role of school principals, particularly in the last two decades. Whereas, previously, the principal was regarded largely as an administrator, today the principal is regarded as a manager who is required to carry out a growing number of management functions in addition to administrative tasks. This point will receive further attention later when the job of the school principal is discussed.

2.5 *The Need for Management Training*

There is thus now an acknowledgement that management training is necessary for school principals. In Bolam's (1994) view, principals need management training because of the key role that they play in the education system.* Holmes et al. (1989), whilst acknowledging that training cannot 'create' effective managers, nonetheless feel that by receiving training the

average level of competence can be raised.*Lungu (1983) argues that training can lead to an improvement in the quality of work and can also provide the practitioner with a frame of reference within which to work. For Olivero the purpose of management training 'is to increase professional and personal effectiveness while simultaneously increasing organizational effectiveness' (1982 : 341) while the World Bank (1989) view the lack of skilled managers in Africa as a fundamental constraint on all levels of education there. Finally, Dadey et al. (1991) see training as necessary to prepare principals for the roles which they will have to perform, including the implementation of new education policies.

2.6 Management Training Courses : Worldwide Provision

Since education authorities began to take an interest in management and leadership training for school principals, there has been a rapid increase in the volume of provision. In England and Wales principals have the opportunity to attend One Term Training Opportunities (or OTTO's) lasting between 20 and 50 days (during which time they are released from their jobs) or shorter courses run under the Local Education Authorities Training Grants Scheme (or LEATGS). Under the latter scheme, LEA's are required 'to submit an annual bid for inserving [*sic*] training, including support for school management' (Wallace et al. 1989 : 165). In 1983 the Department of Education and Science (DES) established the National Development Centre for School Management Training (NDC) with a view to developing a systematic programme of school management development and training. In their overview of management training in England and Wales, Wallace et al. also allude to the increased popularity of shorter courses and the emergence of school - based management training 'particularly with the advent of five annual staff training days available under the new conditions of service for teachers' (*ibid* : 166).

Elsewhere in Europe, Bailey (in Hoyle 1986) reports the existence of national training programmes particularly for school principals in France, Sweden, the Netherlands, Norway and Germany. 'The Swedish and Norwegian courses are spread over a period of two or three years [!!] in an attempt to foster effective training. The French are building a three tier system of training which may have similar effects' (*ibid* : 221).

The highly decentralised American education system has led to the development of a plethora of courses there. Indeed, before being appointed, a school principal is required to have completed an 'accredited preparatory university program' (Bolam 1994 : 68). Whilst some programmes have been developed at national level (for example the Leadership in Educational Administration Development (LEAD) Programme), it is at the state and local levels that most programmes have emerged.

Whilst the provision of training in developing countries has occurred more recently, some countries have in a relatively short time developed a relatively extensive framework. The Kenya Education Staff Institute was formally established in December 1988 although it had been in operation since 1981. The idea was that its programmes 'were to be aimed at teachers who were being promoted to headteachers to introduce them to management skills' (McNie et al. 1991 : 41). By 1991 some 9000 teaching personnel had received in - service training which included over 5000 primary school principals and nearly 2000 secondary school principals (*ibid*). In 1979 the National Institute of Educational Management was established in Malaysia and its initial priority was to train school principals (Yow in Hoyle 1986). It had reached some 20 percent of school principals in the first five years of its operation. A three - stage training programme for school principals has now been developed. Rodwell (1988) also reports the establishment of training institutes (through World Bank funding) in Thailand, Tanzania, Ethiopia and Indonesia whilst Clarke (1990) describes a management training programme for secondary school principals in Sierra Leone. In a survey of headteacher training in Commonwealth African countries in 1990, Dadey et al. (1991) found some form of training existed in all countries.

* In South Africa, management/leadership training appears to have been less of a priority than elsewhere. Whilst the various education departments have provided some form of training (particularly in the form of courses of a few days duration for beginner principals), this provision has tended to take place on an ad hoc basis and no formal, integrated programme of training currently exists here. In the Cape Town metropolitan area, for example, the writer has identified programmes run by the various departments, tertiary education institutions, non - governmental organizations (NGO's), teachers societies and the private sector. However, there appears to be very little co - ordination between these programmes.

2.7 The Content of Training Programmes

In a useful review of available management training programmes worldwide, Bolam concludes that 'there is considerable variation in the content, or curriculum' (1994 : 69) but that there is, nevertheless, 'a common core of technical knowledge and skills [that] should ideally be addressed' (*ibid*). Bolam's list is reproduced here since it will form a useful basis on which to evaluate the training courses available in the Cape Town metropolitan area later in this thesis.

The core areas which Bolam includes are:

- '(a) the legal and professional framework of school management, and key management tasks like strategic planning, including overall policy and aims and the school's development plan;
- (b) communication and decision - making structures and roles, including team building and development;
- (c) the curriculum, teaching methods, testing and examinations
- (d) student learning, organization and counseling;
- (e) staff organization, appraisal, and development, including nonteaching staff, equal opportunities and industrial relations;
- (f) the management of financial and material resources;
- (g) external relations, including working with parents, governors, the local education authority, and marketing the school;
- (h) monitoring and evaluation of effectiveness;
- (i) the management of change and development; and
- (j) self development as a manager' (*ibid* : 70).

Whilst Bolam does not specify the audience for whom this content would be desirable, one must assume that he is referring here to teachers who are about to become principals or who have just assumed principalships. It is unlikely that an experienced principal would require training in all these areas. The number of topics included in a programme would also clearly depend upon the duration of the programme - to include all topics would require a programme of some length, possibly modularised and spread over a period of time.

Other comments on the content of training programmes are also pertinent. McNie et al. emphasize that any programme will include a selection from the range of topics available and that 'There is always a danger of overloading a course by trying to include too much content' (1991 : 10). They also suggest the use of a modular approach to training, an approach which has a number of advantages - the modules may vary over time, participants can decide which modules they want to study and in what order, individual modules can easily be updated etc. Dadey et al. (1991) and Hamlin (1990) draw attention to the importance of considering the socio - economic and cultural context within which training is to take place, a point that is of particular significance in South Africa where the socio - economic and cultural contexts are so diverse. Lewy bases his assessment of training programmes 'on the assumption that local circumstance...should be taken into consideration when making decisions about the content and modes of training programmes' (in Ashley et al. 1987 : 62).

2.8. Other Characteristics of Training Courses

Much has been written about the characteristics of effective educational management training courses. These comments will be useful when looking at the training courses on offer in the Cape Town metropolitan area. To begin with, McNie et al. make an important point:

'We believe that training should not be ad hoc and infrequent, didactic and top - down, theoretical and off - the - job, and available only to a few.....training should be part of an indigenous management culture occurring in all parts of an education system. To be viable it should be relevant, accessible and cost effective, and there should be demonstrable proof that schools are getting better.' (1991 : 2)

These are all points with which Hartshorne (in Ashley et al. 1987) in a discussion centring on in - service training (or INSET), and Dadey et al. (1991) would concur.

A second important point here is that courses should be designed around the needs of the school principals themselves. This is emphasized by Hartshorne (*ibid*), Lewy (*ibid*), McNie et al. (1991), Dadey et al. (1991) and Blum et al (1982) amongst others. Thus, before designing a training course, administrators would have to consider the training needs of the principals themselves and attempt to prioritize them. Some writers report a tendency not to consult principals about their training needs (for example Dadey et al. 1991 and Winkley in Harling 1984).

Thirdly, programmes need to be as 'practical' as possible ie. related to the situation in schools to which principals will return. In this regard

'The value of theory - based knowledge and of university - based training is being questioned and skill - based training, located in the workplace is being advocated' (Bolam 1994 : 68).

In courses themselves there is a trend towards the 'workshop' or 'experiential' approach advocated by Kolb, and away from the 'lecture' approach (Ouston 1993, Guskey et al. 1991, Clarke 1990, Bailey in Hoyle 1986). For Kolb 'the crucial question is the process of learning *from* experience not *about* it' (Bailey *ibid* : 219). On the other hand, there is also the view of Bailey et al. that '...much training still retains an unrealistic dimension of learning *about* experience rather than learning *from* it' (1993 : 60).

Olivero (1982) has listed a number of characteristics of effective inservice training programmes for principals in the United States, basing his list on a survey of studies done at Stanford University. Effective programmes

- (a) 'Have support from the superintendent as well as the board of education'
- (b) 'Are those defined primarily by the learners; that is, inservice options are not "laid on" by district office personnel'
- (c) 'Are continuous and holistic...Generalizing and transferring are key concepts to keep in mind when promoting holistic learning'
- (d) 'Offer reasonable rewards to participants' which might include an improvement in student behaviour, articles in the local paper about the participant's success or the presentation of a certificate. (Olivero 1982 : 341).

To the characteristics listed by Olivero, Blum et al (1987), looking at the specific criteria applied to the development of a programme called 'Leadership for Excellence' at the Northwest Regional Educational Laboratory in the USA, would add:

- (e) the programme should have clear aims and objectives
- (f) programme content should be related to the participants' school situation
- (g) the use of a variety of modes of instruction and activity
- (h) systematic, long - term follow up to the programme which would include giving feedback to the participants

Holmes et al. (1989) and Weindling et al. (1987) also mention the importance of the trainers having credibility amongst the participants, an important consideration in South Africa. All these characteristics will need to be borne in mind when looking at the programmes offered in the greater Cape Town area.

Olivero (*ibid* : 343) also lists six problem areas that tend to limit the effectiveness of training programmes. These are:

- (a) a lack of sharing of scarce resources or 'networking'
- (b) the lack of an overarching plan for training ie. the existence of a fragmented patchwork of courses
- (c) ineffective trainers
- (d) a shortage of money to run training programmes
- (e) courses that are too theoretical and do not emphasize the practical
- (f) the problem of reaching principals of small schools in remote areas who often need more help than their urban counterparts.

To Olivero's list may be added a lack of appreciation on the part of trainers for the fact that they are dealing not only with adults but with professionals as well. Gray (1987) finds that (especially primary school) school principals often present more problems as learners than other managers because of their professional status. Principals also seem to object more to being told what to do (ie. to having others in authority) and feel more threatened by the prospect of changing their management style. It was also found that principals find fault with training courses more frequently than other managers.

Having now given an overview of what the literature has to say about management training, it is possible to go on to look at the specific tasks that school principals have to perform and which need to be addressed by the management training programmes.

2.9 The Tasks of School Principals

A review of the literature on 'what the school principal has to do' generates a lengthy and rather bewildering list, if nothing else confirming the finding that

'different observational approaches have generated very similar findings and have shown that most of the principal's time is taken up with short, unplanned face - to - face verbal contacts - the head's life is hectic and unpredictable'

(Weindling et al. 1987 : 2).

This characterisation of the principal's job as a somewhat chaotic one consisting of a large number of events is shared by many other writers. For example, Field (in Hughes et al. 1985) refers to the great variety of short and unconnected events crowded into the school day of the secondary school principal, whilst the study by Hall et al. (1986) revealed that the principalship was characterised by fragmentary activities, was people intensive and involved the carrying out of a wide range of tasks on a daily basis. Blease et al. (1992) suggest that the principal performs so many tasks because he is often the only person who has the time to deal with them!

Out of this characterisation has developed a debate in the literature as to whether the principal is an instructional leader or a school manager/chief executive. School staffs generally expect the principal to fulfil both roles (McGeown in Harling 1984). Whilst school principals prefer to see themselves as the leading professional in the school (Blease et al. 1992), the reality seems to be that they spend more time on management than on leadership tasks (Blease et al. *ibid*, Laws et al. 1990, Weindling et al. 1987, Blumberg 1980). Studies of the perception of the role of the principal amongst a variety of groups (principals themselves, head office personnel, teachers, deputy principals and members of school boards) revealed that 'a majority of respondents view "most principals" as "general managers" ' (Brubaker et al. 1993 : 33). A principal writing to the Times Educational Supplement went so far as to say "'Executive"...better describes what I actually do - "Headteacher" certainly does not' (Times Educational Supplement 10 April 1992 : 24)

There are writers who suggest that there is a dilemma in expecting principals to fulfil both roles (Blumberg 1980, Rallis et al. 1986, Stronge 1993). Blumberg's (1980) view is that, given the increasing complexity of the principal's job, it is no longer realistic to have this expectation and that it ultimately leads to role conflict, a view shared by Chapman (1990) and Morgan et al. (1976). Rallis et al. 'suggest that the first realistic step in school improvement is to recognize

that school management and instructional leadership are two separate tasks that cannot be performed by a single individual' (1986 : 300). At least one school in the Cape Town area (Settler's High in Bellville) appears to have recognised this by appointing to the staff an administrative manager to assist the school principal. However, given the financial constraints within which the South African education system operates, this would not generally be possible. Stronge (1993) sees a redefinition of 'instructional leadership' to include both managerial and instructional responsibilities as a possible solution whilst, in Lloyd's opinion, 'effective primary headship depends very much on the ability successfully to combine the 'chief executive' and 'leading professional' concepts' (in Hughes et al. 1985 : 306).

The complexity of the principal's job has also led to the development of the assessment centre approach to management development and the assessment of management potential. A job analysis leads to the development of a set of management dimensions or tasks relating to education. Various simulation exercises are then developed which test an individual's ability to cope with or perform these tasks. By going through these simulations, individual strengths and weaknesses (or 'competences') can be ascertained and predictions of managerial competence are made (Hersey 1982, van der Westhuizen 1987/1989, Durden et al. 1992). The approach is one that has been favoured in South Africa (by van der Westhuizen (*ibid*) and Schreuder 1989, for example) but was not used in the current study because of its length and because objections have been raised to it by, for example, Ashworth (1992) on the grounds that it pays little attention to the importance of theoretical knowledge and that it emphasizes personal competences rather than the use of teamwork.

The job of the principal has not always been a complex one. A number of summaries 'show that the role has increased in complexity and scope and that heads are facing increased pressure both from within and outside the school' (Weindling et al. 1987 : 1). It is thus also a job that has become more stressful (Parkay et al. 1992, Jones 1987 and Hall et al. 1986). Blumberg agrees and attributes the change to 'changes in the larger social milieu' (1980 : 13). In many cases the change has come about as a result of greater decentralisation in education systems and an increased emphasis on school - based decision making and management, a trend investigated by Chapman (1990) in Australia, Canada, France, New Zealand, the UK and the USA. The trend has been evident in parts of the South African education system too, most notably in the creation of the Model C school. Indeed, in an interview, Dr.J.Schreuder, Chief Superintendent:

Personnel Training of the Cape Education Department (CED), expressed the view that the model C system turned principals from mere administrators into managers. The handbook for school principals issued by the CED states that 'The position of principal has indeed become a highly specialised administrative management post' (1982 : 7)

What are the tasks and skills required of the school principal in the latter part of the twentieth century? 'Like an organist he has a variety of stops to play upon in restless combination' (Winkley in Harling 1984 : 208). Quoting work done in the United States in the 1930's, Lungu classifies these tasks under the generic headings of 'planning, organizing, staffing, directing, coordinating, reporting and budgeting' (1983 : 88). In a South African textbook on school management, Calitz et al. state that 'In order to manage effectively, the manager must perform the following elements of management well: planning
organizing
activating (leading)
controlling' (1992 : 3/4)

Others who adopt this generic approach to classifying the tasks and skills of the principal are Morgan et al. (1976) and Everard et al. (1990). While these generic titles are useful in giving an overview of the job of the principal, they also conceal the complexity of the job. Other writers have thus tried to be more specific.

Some writers have merely taken one specific function and looked at what it actually involves. Thus Everard et al. (1990) devote their book on 'Effective School Management' to:

- (a) managing people
- (b) managing the organization
- (c) managing change

Hellawell (1988 : 227) also concentrates on the management aspect and includes in his list self management and the management of people, the curriculum, resources, the organization, change and development and external relations. Also on the list are leadership and knowledge of the law.

Of course it is possible to take such lists to extremes. For example, Paisey (1987), in suggesting a method for school principals to develop a performance profile, has a list of 100 items on which principals are required to rate their performance!

Then there is the middle road between the very general and the very specific, and it was this route that was followed in this study. Even here, there are a number of variations to choose from. The following two examples, one from Britain and one from the United States, illustrate this:

- (a) 'School management involves managing and administering the curriculum and teaching; pastoral care; discipline; assessment, evaluation and examinations; school organization, resource allocation, costing and forward planning; staff selection, appraisal, deployment, employment rights; relationships with the community; practical skills necessary for surviving the politics of organizations such as processes of interactive decision - making, negotiation, bargaining, coalition building, communication, conflict handling and running of meetings; and development and change for the improvement of pupil learning and the school at large' (Dadey et al.1990 : 2).
- (b) 'The principal's job - to coordinate, direct and support the work of others - is accomplished by defining objectives, evaluating performance, providing the necessary resources, building a supportive psychological climate, running interference with parents, planning, scheduling, bookkeeping, resolving teacher conflicts, handling student problems, dealing with the school district central office, and otherwise helping to keep the school running effectively day by day and improving its ability to achieve its objectives' (Sergiovanni 1987 : 6).

Other lists are provided by Dean (1987), Blease et al (1992), Jenkins (1982), Laws et al. (1990) van der Westhuizen et al. (1989), and McGeown (in Harling 1984). What is clear is that there can be no definitive list of the tasks and skills associated with the principalship. These will vary from country to country and will also vary between socio - economic and cultural contexts, as was seen earlier when discussing the issues to be addressed by management training courses. In addition, as Blease et al. (1992) and Dean (1987) point out, situational factors such as the type of school, where it is located and the number of years as principal are also important. Describing the role of the principal in Africa specifically, Dadey et al. suggest that lists reveal very few of its actual characteristics. The principal in Africa has to deal with very specific problems relating to staff management, parental interference and pupil control and discipline.

Drawing up a list of tasks and skills likely to be appropriate for principals in the Cape Town metropolitan area was quite difficult. The process will be described more fully in the next chapter. For the present, suffice it to say that the list of tasks and skills developed by Jones (1987 : 227 - 229) was used as a basis. The list was developed as part of a questionnaire to determine the training needs of school principals in Britain, a questionnaire which was subsequently administered to 400 secondary school principals. To this list were added tasks and skills from other sources that were felt to be appropriate in the local context. The contents of the final list will be found in Appendix 1.

One final comment is necessary before drawing this chapter to a close. Sergiovanni (1982 and 1987) has been somewhat critical of the approach to management that emphasizes skills (what people do) rather than the quality of leadership. He suggests that, whilst leadership skills are important prerequisites, for quality leadership to take place they need to be complemented by leadership antecedents (such as perspective and principles), leadership meanings (such as purposing and persisting) and patriotism and commitment to the task. Rather than emphasizing tasks and skills, then, Sergiovanni identifies different leadership roles and leadership forces that characterize the principalship. Hence his view that 'what the leader stands for and communicates to others is more important than how he or she behaves given any particular set of circumstances' (1982 : 334). His writings have influenced thinking about leadership and some of the courses offered in the Cape Town metropolitan area try to apply his principles.

This chapter has examined some of the literature relating to the tasks and skills of school principals, the need for management training and the form that this training could take. Many of these comments will be pertinent when discussing the training courses available and the views of school principals in the Cape Town metropolitan area in chapters 4 and 5. In the next chapter the methodology used in this study is discussed.

CHAPTER 3 - SOME CONSIDERATIONS OF METHOD

Having selected a topic to study and specified the questions which it would attempt to answer, a suitable method of setting about the study had to be selected. In other words, two questions had to be answered:

- (a) 'What is the best way to collect information?' and
- (b) 'When I have this information, what shall I do with it?' (Bell 1993 : 63).

To describe and account for the methodology selected, each of the questions which the study set out to answer will be discussed in turn.

3.1 What training courses are available for the preparation or in service training of school principals in the magisterial districts of Simonstown, Wynberg, Bellville, Goodwood and Cape?

The main problem here was to ascertain what training courses were actually on offer. Before discussing the way in which this was done, however, a word about the selection of the study area. Given the size of the current study, it was decided to consider only those magisterial districts that are most likely to be part of the new Cape Town metropolitan area. This automatically excluded Stellenbosch, whose university does offer management training courses. It was also decided to exclude Somerset West and Strand since:

- (a) there is currently some controversy as to whether these areas will be part of the metropolitan area, and
- (b) it was unlikely that any courses would originate in these areas.

The actual identification process turned out to be fairly straightforward. On the basis of other fieldwork carried out during the course of the year for the Education Foundation and Teacher Opportunity Programmes (TOPS), it seemed that there were likely to be five main groups of providers:

- (a) the education departments
- (b) universities and technikons
- (c) non - governmental organizations (NGO's)
- (d) the private sector and
- (e) teacher organizations

Universities and technikons were included because, while their degrees and diplomas are not exclusively for school principals,

- (a) they do offer a significant number of courses which are amongst the most comprehensive currently available
- (b) a number of their courses are run by people who are acknowledged authorities in the field of educational management training and
- (c) they may be seen as a form of training for the principalship since they are attended by deputy principals and heads of department as well as ordinary teachers

It was not very difficult to make contact with the people in charge of courses offered by the three education departments (Cape Education Department, House of Representatives and Department of Education and Training (DET)) and the four tertiary institutions (UCT, UWC, Cape Technikon and Peninsula Technikon). The writer also had some experience during the course of the year in evaluating the management training programme run by TOPS, an NGO. Each of the course providers were asked whether they knew of other courses in existence. In addition, principals interviewed in the Education Foundation project (reported in Chapter 1) had been asked to give details of the nature of the training which they had received, and their responses provided another source of information.

The courses run by the private sector were the most difficult to identify given the fact that a number of people appear to be involved, but most of their courses are of an ad hoc nature. In the end it was decided to only look at those companies which had offered courses in 1994, a proviso which applies to all courses considered in the study. This effectively reduced the field to only one provider in this category. Other providers such as Caltex and Sanlam have offered courses in the past but these have either been one - off events or else they have not offered them for some time. Other major institutions such as Old Mutual, First National Bank, SA Perm and ENGEN were also contacted but they are not presently involved in this area.

3.2 What is the content of these training courses and to what extent does the content address the knowledge and skills required of school principals today?

The evaluation of training courses on the basis of their content is a procedure which has been advocated by a number of writers. For example,

'In order to evaluate the adequacy of TPP [training programmes for principalship], one must first draw up a full list of activities which school principals have to carry out and then examine the congruence between course content and items on the list of activities' (Lewy in Ashley et al. 1987 : 64)

A number of studies have attempted to draw up such lists, as mentioned in chapter 2. Lewy quotes studies by Whittaker 1983, Leithwood and Montgomery 1982 and Roe and Drake, 1980. McGeown also adopted this approach.

'A review of the literature on leadership, organization theory and the school principalship was conducted to identify the main observed and ascribed leadership functions of the school principal' (in Harling 1984 : 191).

There were thus precedents for using this approach in the current study. Obtaining information about the content of the training courses which had been identified was not as simple as the identification of the courses themselves. Some providers, to wit those in the three education departments, were very reluctant to give the writer this information. This is rather distressing, given the emphasis of the new administration on openness and transparency. In contrast, providers from the other groups were very happy to let the writer have the desired information. Indeed, the private sector provider even invited the writer to attend a training course which they were running for a group of principals from Khayelitsha. This was a most valuable experience.

So to the list of skills. As mentioned in Chapter 2, the list that was finally drawn up was adapted from a relatively comprehensive one by Jones (1987 : 227 - 229 ; see Appendix 1). To Jones' list were added areas that had been identified by other writers and which were felt to be relevant in the South African context in the light of the writer's work amongst school principals for the Education Foundation and TOPS.

The following areas were added to Jones' list:

- (a) managing change - it was felt that this area was a crucial one facing South African principals as the education system changed, and so had to be included on the list. As Hartshorne points out,

'There is considerable evidence to show that the potential effects of much INSET are being negated by lack of understanding and experience in those in leadership positions in the schools as to how to **manage** new ideas, **change** [my emphases], and innovation' (in Ashley et al. 1987 :

6)

- (b) curriculum development - this is an area that has been very important for principals in the UK and the USA but has been of lesser importance in South Africa. However, the increased decentralisation that is likely to characterise the South African education system could well call for principals to have greater expertise in this area
- (c) creation of a teaching/learning environment - the turmoil that has characterised parts of the education system has led to the much - publicised breakdown of a culture of teaching and learning and it was felt that school principals might require training in the (re)creation of such an environment
- (d) goal setting/ identifying aims and objectives - this is usually something that the principal will do in consultation with his management team and the staff but about which he needs to have some knowledge
- (e) knowledge of the law - this was felt to be another very important area to be included in the list of skills. There have recently been reports in the local press of three principals having to appear in court on charges of child abuse (in the form of caning!) and the illegitimate suspension of pupils. It thus appears that parents are becoming more and more aware of their legal rights and that it is increasingly important for school principals to have knowledge of the legal framework within which they operate

- (f) school routine - this is an area that principals have to deal with but most have at least some familiarity with it. In retrospect, therefore, this area need not have been included on the list
- (g) decision making - this is a skill that school principals constantly have to apply. Some are able to do so more successfully than others. This area can be covered in training courses to improve the decision - making skills of principals
- (h) community relationships - schools are becoming more and more community orientated and so it was felt that it was important that this area was also included
- (i) dealing with parents - principals in many schools visited by the writer have reported an increased interest (some see it as interference) by parents in the education of their children. It is an area that some principals find very difficult to cope with

The preceding discussion has attempted to offer a brief justification for the addition of tasks/skills to the list prepared by Jones (1987). The complete list will be used to evaluate the courses operating in the Cape Town metropolitan area and also to ascertain the training or further training needs of a small sample of school principals in the area. It is a list which corresponds well with Bolam's list of topics which should be covered in training courses, discussed in the previous chapter.

3.3 Do these courses satisfy generally accepted criteria relating to training courses for school principals?

As described in the previous chapter, certain characteristics relating to 'effective' management training courses have emerged, and it is with these that local courses will also be compared. The specific characteristics to be looked at here will be:

- (a) **the position of the training course within an overall structure for management training**
 - is the course a 'one off' event or is it part of an overall development plan for the training of educational managers, and is there some form of follow - up after the programme has taken place?

- (b) **the way in which the content of the course is decided upon** - is the course merely 'put together' by people who think they know what it's content should be or is it the result of a needs analysis done amongst prospective participants which would make it possible to relate the programme to the participants' school situation?
- (c) **the method used to present the course** - is the course presented in the form of a series of lectures or is facilitation/experiential learning used? Are participants able to apply what they learn to their school situation? Whilst the writer did not attend all the courses to be considered, all course organizers were asked this question in an interview
- (d) **support for the training programme from the education authorities**
- (e) **the aims and objectives of the training programme** - are these clearly stated and what exactly are they?
- (f) **rewards offered for the completion of the training programme** - is any reward offered and, if so, is it financial or is it a reward in kind (certification/mention in local newspapers)?
- (g) **methods used to decide on participation** - does participation occur on a voluntary basis or are principals forced to attend the course in question?
- (h) **the people who do the training** - are they themselves adequately trained? If applicable, do they have credibility amongst the trainees? How do these people come to be involved in the training process?
- (i) **evaluation of the training programme** - do the trainees evaluate the programme? Do the organizers constantly evaluate the programme? Lewy (in Ashley et al. 1987) emphasizes the importance of this aspect

The answers to these questions taken in concert, together with the content analysis discussed in the previous section, will make it possible to draw a number of conclusions about the courses and, ultimately, their effectiveness.

3.4 What are the perceptions of school principals themselves relating to the need for training (or further training) and the content of training courses?

As an adjunct to the current study, it was felt that it would be interesting to ascertain the perceptions of school principals themselves with regard to management training. The study would thus examine what the literature had to say about management training for school principals, look at what was available in the Cape Town metropolitan area and also look at what principals themselves had to say. Comments could then also be made about the degree of correlation between these three areas.

It was decided that a questionnaire would be the best way to ascertain principal perceptions and one was duly drawn up (Appendix 2) and administered to a group of principals in the study area. The questionnaire was chosen in preference to the interview since the ultimate intention was to be able to quantify results and also in an attempt to take up as little of the principal's time as possible, an issue that will be discussed more fully later. The questionnaire aimed to elicit information about:

- (a) the way in which school principals come to occupy their post - for example, as a result of work carried out during the year, it was the writer's perception that principals in schools falling under the House of Representatives, for example, had been deputy principal and had merely taken over as principal when the previous incumbent departed
- (b) the management training experience (or lack of it) of school principals, in order to test the extent to which school principals in the study area are ill - prepared for their job as a result of an apparent lack of management training
- (c) opinions relating to recognition being given to principals who attend training courses - the TOPS exercise referred to earlier had revealed that in some areas principals were reluctant to undertake the course because, besides a certificate, there was no other form of recognition

(d) the specific areas in which principals would like to receive training or further training

(e) ways in which the job of the principal has changed in this area to ascertain whether there is any relationship with changes reported elsewhere as described in Chapter 2

Three factors were taken into account when drawing up this questionnaire. In the first place, the ultimate analysis of the responses had to be considered. The importance of this factor has been alluded to by a number of writers including Johnson (in Bell et al. 1984) and Bell (1993). The emphasis is thus on small scale quantitative analysis although some qualitative analysis will also be necessary. A second consideration was the time of the year at which the instrument was being administered. The fourth quarter of the year is traditionally a very busy one for school principals and so length of the questionnaire was important - it was felt that it would be easier to gain access to principals if they could be assured that the interview would take no longer than an hour. The questionnaire was piloted on two principals known to the writer and in fact took between half and three quarters of an hour to complete, a factor that was mentioned to principals when trying to get them to participate in the survey. Thirdly, the attempt to relate the findings to those of other studies was taken into account.

Given the scope of this study and the time allowed for it, it was decided that a survey would be undertaken amongst 18 school principals in the study area, 6 each from the DET, the House of Representatives and the Cape Education Department. According to statistics obtained from the Geographic Information Systems unit of the Education Foundation there were 398 primary schools and 160 secondary schools in the six magisterial districts covered in the study in 1991 (the most recent year for which reliable statistics are available), a ratio of just over 2:1. Of the 6 schools in each department, therefore, it was decided that 4 should be primary and 2 secondary.

To eliminate factors relating to the demands of different types of schools, it was decided to eliminate combined schools (ie. those catering for Sub A to Std 10) and single sex schools from the survey, and to include only co - educational schools where basic conditions at least will be similar.

Two criteria were used to choose the group of schools to participate in the survey:

- (a) the willingness of the principal to be interviewed at this time of the year and
- (b) the need for a distribution of schools across the magisterial districts concerned

The sample was thus not scientifically constructed and so scientific validity for the results cannot be claimed. However, it must be remembered that this was merely intended as an initial survey. It is left to other researchers to conduct a more comprehensive survey to confirm or refute the findings of this study.

In the final analysis it did not prove difficult to find principals who were willing to be involved - indeed, principals were surprisingly eager to be involved in such a survey which, in itself, is indicative of the importance they attach to the need for training. A good spread of schools was also obtained. The principals in the survey were drawn from schools in Edgemoor, Mowbray, Muizenberg, Camps Bay, Mitchells Plain, Milnerton, Sun Valley, Plumstead, Bishop Lavis, Belhar, Belgravia, Khayelitsha and Langa.

3.5 Can any policy recommendations relating to the management training for school principals in a new educational dispensation be made?

In the final analysis it is implications of a study for future educational policy in the study area that is most important. The last part of the study will thus attempt to make policy recommendations on the basis of the findings to be reported in chapters 4 and 5

CHAPTER 4 - AN EXAMINATION OF THE COURSES

In this chapter each of the management training courses for school principals that were identified will be discussed in turn. The courses will not be identified by name but only as courses A, B, C and so on. The reason for this is that, in each case, only the content and characteristics of the course will be discussed and commented upon. The idea is thus not to present a full scale evaluation of the courses (to do so would require that the writer actually attend all the courses) and so it is not the writer's desire to jeopardise the future of these courses merely as a result of looking at a particular aspect of them. For comparative purposes, two summary tables are provided at the end of the chapter.

4.1 Course A

This course, run by one of the education departments, is one of the most recent to be instituted, having been developed during the latter part of 1993 and early 1994 and offered in 1994 for the first time to 21 invited principals from the entire Western Cape, three from each of the seven regions into which the province is divided by this department (Course A Cape Town 1994). A question immediately comes to mind here - why, when the different education departments are about to be amalgamated into a single department, is this department starting to put management training courses together for its principals? Neither is this the only department embarking on such a course of action. As will be seen later, one of the other education departments has engaged a large private corporation to put together a series of comprehensive management training courses for educational managers at all levels at a cost running into millions of rand.

The justification offered by the departmental official in charge of management training was not particularly convincing. In the past the department has tended to rely on the private sector to train its principals since it did not have a particular training department and there was no specific management training policy in the department. Principals in the department had thus managed their schools by intuition in the absence of any training from elsewhere. However, at the end of 1993 a large number of principals in the department took an early retirement package that was being offered and, consequently, there are now a large number of new

principals, some of whom are very young. This was confirmed by the Education Foundation Study and the TOPS evaluation in which the writer was involved, and also by the survey which the writer undertook as part of this study. In the latter, 4 of the 6 principals from this department who were interviewed had taken up their posts this year. In the TOPS evaluation one principal in charge of a school of 1200 and a staff of over 60, was aged 32!

The department thus felt that there was a need for it to become involved in the training process and so started assembling the various modules that make up the course. The hope was that these modules could be made available to all school principals once the departments have amalgamated. This, in itself, does not seem to be sufficient justification for spending already scarce resources in developing programmes that might well not be used for more than a year since there is clearly no guarantee that the new education department would wish to make use of these particular modules.

The use of the modular approach has a number of advantages and has been advocated by a number of writers (eg. McNie et al. 1991) as was seen in Chapter 2. This particular course consists of six modules, each of which is presented over a period of three days. It could thus be a relatively disruptive course in that principals are taken out of their schools for a period of three days on six occasions, although this might be preferable to one period of 18 days.

The aim of this course is to provide or initiate an ongoing training and development structure for school principals. Each of the modules has aims and objectives which are outlined at the beginning of the module, although, because the department concerned would not furnish the writer with any course materials, it is not possible to say what these were. The contents of the modules are as follows:

Module 1 (a) Introduction to Public Management and Administration

(b) Leadership Development (including leadership theory and practice, motivation and assertiveness)

Module 2 (a) Effective Management (b) Meetings (c) Communication

(d) Teambuilding (e) Stress (f) Conflict Resolution and Negotiation Skills

Module 3 - Strategic Management (including effective time management, planning and decision - making)

Module 4 - Change Management (understanding the dynamics of change and coping with change)

Module 5 - Labour Relations (labour relations in the public service, grievances and discipline)

Module 6 - Financial Management (financial planning, budgeting, financial control and stores administration) (Course A *ibid*)

As a whole, then, this course addresses a number of the skills and tasks required by school principals. There are two areas that are not on the list identified from the literature viz. the introduction to public management and administration and the section on labour relations, although the latter might be included under personnel management and managing relationships. No attention, though, is given any aspect of staff selection, appraisal, supervision or development. Neither are important areas such as knowledge of the law and dealing with parents included. Nonetheless, as an initial attempt, the course may be regarded as fairly comprehensive. There are plans to add to these modules as the need arises.

Turning to other characteristics of the course, this is currently the only one of its kind offered by this department. It is not part of an overall development plan for training education managers and there is at present no follow - up after the course, although it must be remembered that the course is still in its infancy.

The content of this course was not the result of a needs analysis being done amongst principals of the department. In other words, the course designers did not first undertake a survey amongst school principals to determine what their management training needs were before putting the course together. Rather, the content was determined by the needs of principals as they were perceived by the departmental inspectorate. Thus, whilst this department recognised a need to train its principals, it did not see fit to consult them on their training needs. This is

rather unfortunate, smacks of a top - down approach to management training, and is certainly not in sympathy with the new spirit of democracy which is abroad in this country. Reference was made in Chapter 2 to the importance of designing courses around the needs of principals, emphasized by such writers as Blum et al. (1982), McNie et al.(1991) and Dadey et al. (1991). Thus the approach used in this course is also out of sympathy with international trends.

Whilst the writer did not attend the one course which has been presented thus far, it was, according to the official in charge, based on the facilitation approach. That is to say it did not consist of a series of lectures but rather required the participants themselves to make most of the input with the course leaders, who were all part of the department's training and development section, merely guiding the discussion and ensuring that all essential points were raised by the participants. All issues are presented and discussed in the school context.

Whilst the programme has the support of the education department concerned and it's aims and objectives are clearly defined, there is currently no reward of any kind given to course participants and attendance is merely noted in the participants' personal file. Neither is there any intention to implement such rewards in the future. On the other hand, no charge is made for the course. The selection of principals for the first course was done by the department itself. Three participants from each of the department's seven Western Cape regions were invited to attend, their selection being based on 'suitability' and 'credibility', although it was not clear what either of these terms actually meant in this context. However, the plan is to make participation voluntary in the future.

The trainers themselves, as stated earlier, are all members of the department's training section who have, themselves, undergone educational management training. There did not appear to be a problem of credibility amongst the trainees. The trainees were required to complete a course evaluation form at the conclusion of the course and, partially on the basis of this, future courses will be modified. This evaluation did not include a section on what the participants would like to see included in the course.

Once again, taken overall, this course measures up well to the characteristics of effective training courses, with the absence of a needs analysis being the most crucial omission at this stage. The course thus has the potential to be a good one and to provide an effective basis from which principals can undertake their jobs. It is to be hoped that aspects of it could be included in a future management training dispensation.

4.2 Course B

This course originates in the private sector and was the only one from this source identified by the writer despite numerous telephone calls to a number of organizations which revealed either that the organization was not involved in this field or, if it had been involved at one stage, it was not involved this year. Both Sanlam and Caltex fell into the latter category.

The course under consideration forms part of the social responsibility programme of the company concerned, a programme which also extends to providing Saturday morning classes for township pupils at the organization's headquarters in such subjects as English, Mathematics and Science. Whilst the involvement of the private sector in education is entirely laudable, it does bring with it the danger that the organizers might not have an educational background and so might not be fully aware of the particular needs or demands of principals or pupils. In the case of the pupils there was not a problem since those doing the teaching are teachers from Model C schools employed to do the job. In the case of the principals training course, however, it was the organization's own personnel who were involved and this did cause a few problems, as will be seen in due course.

Before going on to look at the course itself, it needs to be said that the organization concerned was totally open ("transparent") about what they were doing. Indeed, the writer was actually invited to be part of the course, an offer that was eagerly accepted! The comments that are made here, unlike those for any of the other courses under consideration, are thus the result of first hand experience.

This course took place over a period of 4 days, a Wednesday and Thursday and the following Tuesday and Wednesday. It was specifically planned in this way to allow principals to return to their schools on the intervening days to monitor things there at what is a very busy time of the year. All the principals on the course were from Khayelitsha. This is the third time that a course such as this one has been offered, the other two courses having been for principals from Mitchells Plain.

This course consisted of six sections:

- (a) Negotiation Skills (1 day)
- (b) Stress Management (1/2 day)
- (c) Computer Awareness (1/2 day)
- (d) Leadership (3/4 day)
- (e) Problem Solving (1/4 day)
- (f) Financial Planning (1 day) (Course B Cape Town 1994)

As a whole it does not address many of the principal's tasks and skills. It is thus most suitable for principals who are fairly experienced and who only require training in these areas or who have access to other training courses that will address some of the other issues. For the most part, the principals on this course did not fall into either category.

The inclusion of certain topics is rather curious. Stress management is an important area for principals today but there would seem to be other areas such as personnel management and resource management, for example, which are more important for principals, particularly those on this course. Likewise the inclusion of a half day session on computer awareness is questionable, given the fact that most of the schools in question do not have computers and only a few of the principals were themselves computer literate. It would seem here too that there were other topics which might have been of greater use to these principals.

The content of the course was, once again, not the result of a needs analysis amongst the course participants and this would explain the inclusion of topics such as those questioned above. This course was based on those which had been offered for principals from Mitchells Plain, whose needs would probably be different to those of these principals anyway, given the differences in the socio - economic area in which these principals work and differences in their training background. It was, unfortunately, not possible to ascertain how the

original course was put together since those responsible have now left the organization. The fact that this is a private sector organization does need to be borne in mind - they might not be in a position to offer training in all the areas contained in a list which is of educational origin. One would imagine, however, that areas such as personnel management would fall well within their ambit.

Like the previous course, this is a 'one - off' event and it is the only course offered for educators by this organization. As a result it stands in isolation and there is no follow - up once the principals have completed the course.

The presentation of the course was based largely on facilitation, with the leaders of the various components merely helping to point the participants in the right direction. However, some of the material took longer than anticipated to cover (largely because the presenters were not prepared for the very particular problems which these principals have to face) and so, as time began to run out, presenters resorted to a lecturing approach. The use of videos complemented the verbal presentation. However, these were of British and American origin and did not make the impact that they were meant to. They included situations and humour that were peculiar to those countries and some were quite far removed from the situation in which these principals find themselves.

It was not clear what the aims and objectives of this training programme were. At no stage were they verbalised and the course materials did not include them either. It was also not clear whether the relevant educational authorities were aware of the existence of the course.

At the conclusion of the course all participants were presented with a certificate of attendance, a gesture which seemed to meet with great approval from all present. A course such as this does not result in any financial reward, but the participants seemed happy with the certificate alone.

Whilst the course was limited to principals from Khayelitsha, participation for them was voluntary. At the conclusion of the programme all participants were required to complete an evaluation form which asked for the strengths and weaknesses of the course but did not request information on what might be included in any future courses.

The trainers were all part of the organization's in-house training section and they themselves are required to undergo a rigorous training programme before being permitted to train other employees. The main problem in this course was their lack of educational background. They would thus tend to work through the theory relating to a particular topic and leave it to the principals themselves to apply to educational situations. Some of the presenters seemed at a loss when confronted with a particular educational problem in the context of what was being discussed and it was left to the participants to try to solve it.

Thus, whilst the participation of the private sector in this form of initiative is laudable, it would be advisable for them to involve educationists at some stage in the planning and presentation processes. The private sector does have a role to play in this area since it is there that much material on management originates but it has to take into account the particular characteristics of the education system if its efforts are to be entirely successful and worthwhile.

4.3 Course C

This departmentally offered course takes place within the context of a system which, according to the Chief Superintendent in charge of personnel training, has no specific policy on management training. In fact courses such as this one have tended to be offered on an ad-hoc basis as the demand for them has arisen. There has thus been no overall structure for management training in this department.

According to the Chief Superintendent in charge of personnel training, management training for school principals has been neglected for a number of reasons, the two most important being:

- (a) it is only recently that the principal has become a manager - in the past he was more of an administrator, a view confirmed by the literature reviewed in Chapter 2
- (b) in the past the system was very protective of school principals and it is only recently that they have been exposed to the full brunt of public scrutiny - they are no longer able to defer serious problems to those in higher positions

As a result of the changed position of the school principal, this department has begun to take a more serious view of its responsibility for training educational managers. The extent of the training is still limited, however, by financial constraints. The writer's interpretation of this is that this is an area which is still not regarded as a priority.

The department runs courses at a number of levels. There are courses for superintendents, principals and prospective principals (ie. deputy principals), heads of department, and individual schools which request them. Courses for school principals are typically of 4 days duration and cover the following topics:

- (a) preparing for your first principalship
- (b) strategic planning in the school context
- (c) providing guidance (an instructional development strategy and staff development)
- (d) time management
- (e) managing change
- (f) how to handle staff and pupils (Course C Cape Town 1994)

From the content of the course, it would appear that it is aimed primarily at new principals or those who are about to become principals and the aims of the course bear this out.

The aim is to present a course that will prepare principals for their job, although more specific aims and objectives could not be determined since the department concerned would not furnish the writer with course materials. However, this is not a very comprehensive course in terms of addressing the principal's specific tasks and skills. Indeed, it seems to be based upon the general generic classification of management described in Chapter 2. It does not seem as if a new principal would be adequately prepared for his/her job merely by undertaking this course.

Unlike the other courses discussed thus far, this one was put together on the basis of a needs assessment done amongst principals in the Western Cape about four years ago. The point is, though, that the job of the principal has changed in the interim (in this department particularly) and that a new needs assessment might well reveal other priorities.

Principals in this department have probably received the best training of all school principals and this could be another reason for the relative sparseness of the course content. There seems to be an assumption that principals have been well trained not only in the formal academic sense, but also informally as heads of department and deputy principals and so there is no need for a comprehensive training course for them. This would also help to explain why, on average, these courses are only held once a year.

The point was made that a principal can attend any number of training courses but that their effect on his actual performance might be minimal. It was the (somewhat outdated) view of the Chief Superintendent that managers (like leaders) are ultimately born and not made. The idea that leaders (and managers) possess certain inherent traits which distinguish them from other people, was only popular until the mid - 1940's (Sikula 1973).

A participative approach is used in the presentation of this course. Principals are encouraged to make as much input as possible and to apply the material to their own situations. The course is run by superintendents of education, the staff of the personnel training section and experienced school principals in the area. The use of experienced and competent principals to undertake training is to be encouraged in all departments - principals will often have more respect for their colleagues who are frequently seen as being more in tune with the demands of the job.

As already stated, there seems to be limited support for this course from the education authorities. Whilst they increasingly see a need for management training, they are not willing to make funds available for it to take place other than in an ad hoc fashion. In addition, no reward of any kind is offered to the school principal who undertakes this course. Neither are there plans to introduce a reward system, even if this were to take the form of a certificate of completion.

Principals participate in this course on a voluntary basis and a comprehensive evaluation form is completed by them at the conclusion of the course. Evaluation is considered to be an important part of these courses. The evaluation is entirely qualitative and future courses are modified on the basis of these evaluations, which, again, do not include any input on the content of future programmes.

Taken overall, this course appears to be less than adequate for training school principals in the 1990's. Even though there is at least some form of training available, it's overall effectiveness needs to be considered. The isolated nature of the course is a problem in that there is no follow - up once the course has been completed. In a department that is reluctant to make funds available for training of this kind, care needs to be taken that what is offered makes the optimum impact.

4.4 Course D

All tertiary institutions in the Cape Town Metropolitan Area now offer courses in educational management leading either to the degree of Bachelor of Education or to the National Higher Diploma in Education Management. These formal, institutionalised courses differ in some ways from the other courses under consideration in this discussion. People participate in them entirely by choice, this choice being largely influenced by the ability of the person to pay for the course. Admission to such courses is open to anyone satisfying the entrance criteria and so they may be undertaken by school principals, deputy principals, heads of department or ordinary teachers. Finally, such courses (particularly those offered at a university) would normally be designed by people considered to be experts in their field and would thus be based upon what the course leader felt to be the most crucial issues in the field at the time, rather than being the result of a needs analysis done amongst prospective participants.

Course D is one such course. There are actually two courses involved here but since they are offered by the same institution they are considered together. The courses are entitled 'Educational Management' and 'Educational Leadership' and they are selected as options by students reading for the qualification. Each component consists of 26 sessions which are an hour and a half long and are held once a week. This is thus the most comprehensive of all the courses discussed thusfar, as is to be expected of a course that lasts for the whole of an academic year.

The objectives of the course are clearly stated in an introductory course handout as follows:

- '1. To provide participants with an introduction to educational management and leadership theory, research and practice.
2. To acquire and develop educational management and leadership skills.
3. To enable teachers to improve their effectiveness in school leadership roles.
4. To prepare teachers for senior positions, specifically for school principals.
5. To promote the interchange of ideas and experiences'

(Course D Cape Town 1994 : 1) This is the most comprehensive set of course objectives to provided of all the courses considered thusfar.

From the objectives it is clear that this is not a course that is intended solely for school principals but may be selected by any student reading for this qualification. However, like all courses offered by tertiary institutions, it is included here because there are school principals who would take the course and also because of its comprehensiveness.

The nine components of the educational leadership course are as follows:

- (a) School as an organization
- (b) Leadership concepts and theories
- (c) Staff Development
- (d) Leadership styles and their application
- (e) Decision making and problem solving
- (f) Team building
- (g) Staff motivation
- (h) Mission statement and objectives
- (i) Communication (*ibid*)

The educational management course also has 9 components:

- (a) Innovation and change in schools
- (b) Organising for learning - curriculum development and the subject department
- (c) Managing conflict
- (d) Staff evaluation and growth
- (e) School financial management
- (f) School effectiveness
- (g) Staff selection
- (h) Developing pupil leadership
- (i) School community relations (*ibid*)

Together these two courses cover a large number of the skills and tasks of school principals. The only major areas that they do not cover are planning (although this could be part of the section on 'Organizing for learning'), and assessment. Any person completing this course would be well prepared for the demands placed on a school principal in the 1990's. The main problem is that the cost factor does tend to limit the number of people who have access to a

course such as this one because:

- (a) there are people who could simply not afford it
- (b) there are those who are insufficiently motivated to pay for a management training programme and
- (c) there are those who would claim that they do not have sufficient time to undertake a course of such length

Course content is determined by the course leaders who, although they might sound principals out on their needs, feel that they know the trends in educational management and leadership better than school principals and so know what should be included in the training course. As was noted earlier, this is something which is characteristic of all courses offered at tertiary institutions.

In addition to its comprehensive coverage and clear objectives, this course has a number of other points to recommend it. It is run by two people who have extensive training and experience in the field of school management and the training of school principals. One is himself a practising principal and so is well aware of the circumstances in which at least some principals work today whilst the other is recently retired from a senior educational position.

Whilst this is a course undertaken at tertiary level, it is not based entirely on lectures. To quote, once again, from the introductory course handout,

'Certain aspects of the content will be dealt with by means of short lectures, but the mode of learning will be mainly participative with emphasis on discussion, group interaction, case studies and simulation activities. Considerable importance will be attached to the contributions made by participants with their varied backgrounds and diversity of experience' (*ibid* : 2)

The emphasis is thus once again on participatory learning and the evaluation which principals do at the conclusion of the course confirms this.

By its very nature, this course is not part of an overall management development structure and participation is voluntary. The rewards for doing the course are, however, tangible. In addition to receiving the qualification, participants also qualify for additional remuneration under the present remuneration structure since the qualification is one which is officially recognised

by the education authorities. In this respect, then, the course has the support of the education authorities.

This very comprehensive course thus satisfies many of the criteria that are associated with effective management training courses. It appears to be one of the most effective offered in the region. This is, perhaps, to be expected given the expertise in this field of the course organizers and it is regrettable that the course is not more widely available. If the institution concerned were to become involved in distance education, then it would be possible for more educationists to benefit from this course. The issue of distance education is one which will require consideration in the final chapter of this thesis when policy matters are discussed.

4.5 Course E

A very active professional association is responsible for the presentation of this series of courses. Known as 'Professional Growth Seminars', these weekend courses (running from Friday evening through to lunch on Sunday) are not exclusively for school principals but have covered topics which are of concern to principals and so warrant inclusion here, although the fact that they do not cater exclusively for school principals does need to be borne in mind. The seminars are described as an 'inexpensive, practical and effective means for promoting the professional development of teachers' (Gibbon et al. 1994 : 1) and have been held for the last fourteen years at a rate of nine or ten seminars per year.

Topics of relevance to the school principal that have been presented include:

- (a) Educational leadership
- (b) Conflict management
- (c) Instructional leadership
- (d) Authentic assessment
- (e) Managing change
- (f) New dimensions in leadership (based on the work of Segiovanni reported in Chapter 2)
- (g) Optimising learning (*ibid* : 4)

In fact, it is probably true to say that most of the topics presented have at least some relevance for the principal. Topics are selected in response to 'the identified and felt needs of teachers in their South African and local school setting' (*ibid* : 2) and so seem to be the result of a needs analysis. Some topics are selected by the organizers, though, who are aware of trends in such

fields as educational management and use their expertise in this field to identify topics that they feel will be relevant.

Whilst the content outlined above does not cover a large number of tasks and skills on the list, it probably addresses the needs of principals in the department which it serves. The framework that has been developed for presenting such courses (upon which further comment later), could easily be extended to cover any number of relevant topics.

The individual seminars in this course are one - off events, although, taken as a whole, the seminars do have an overall structure in terms of their content. The seminar's aim is 'The acquisition of specific knowledge, values and attitudes, and the mastery of skills pertaining to particular educational topics and practices' (*ibid* : 1) and these are specified for each individual seminar.

These seminars are not based at all on the presentation of lectures or papers. Instead, course participants are provided with preliminary reading, usually amounting to about 30 pages, about three weeks before the seminar. At the seminar itself, 'Participation is experiential and based on interaction in small groupsThe content and process of the learning experience in the seminar must enable the teacher to transfer knowledge, insights and skills gained into the school and among staff' (*ibid* : 2). To this end, a wide variety of techniques are used eg. role plays, case studies, brainstorming, panel discussions and questionnaires. In addition, course participants have to design a strategy for their own school based on what has been dealt with in the seminar. A design phase is actually built into the programme. Every attempt is thus made to make the course as relevant for the participant as possible and follow - up in schools at a later date usually reveals that much of what has been learnt has been put into practice (*ibid* : 5).

The design phase of each seminar is thorough. Once a topic has been identified, a design team is put together consisting of previous seminar participants, educational researchers and others with experience in the planning of seminars. Members of the team then brainstorm possible course content and research the topic via the available literature. 'Thereafter the key sections of the content are formulated into modules and the most suitable means for transacting those modules in the seminar are selected' (*ibid* : 4). Pre - reading is then selected and a pilot seminar is held on the basis of which adjustments and improvements are made.

At the conclusion of each seminar, participants are issued with a certificate of attendance. Participation on the courses is voluntary. However, the courses have become so popular that they are usually over subscribed, a factor that further attests to their quality. The courses are run by people who are acknowledged as experts in the field.

At the end of each seminar an evaluation is done by the participants. Each module of the seminar is evaluated on a five point scale which ranges from weak to very good. 'Consistently over 90% of participants respond either good or very good to every module' (*ibid* : 5). Written comments are also given. Gibbon et al. (*ibid*) list only favourable ones in their paper!

These seminars thus appear, in terms of the inputs at least, to be extremely effective. Not only are they well put together but they are presented by educationists who are experts in the field. It seems that they could be extended to cover a wide range of topics to cater for the needs of a range of principals. Currently they only reach principals from one department who are members of the teachers association under whose auspices these seminars are held.

4.6 Course F

Offered for the first time in 1994, this course is presented by a tertiary educational institution. Its presenter is also one of the presenters of courses D and E and so, as will be seen, there are many similarities between their content, organization and presentation.

The content of this course is not exactly the same as course D because it is a course which is offered nationally and leads to a national qualification, so most of the content is centrally determined. In other words, individual institutions follow a prescribed course and do not determine the content of the course themselves. The presenter has tried to make adaptations to what is, in his words, an 'outdated' curriculum, but he has not been able to make any major changes. However, he hopes by his involvement that it might be possible to bring about changes in the curriculum and bring it into line with more recent thinking on educational management.

The duration of this course is one year and so the content is extensive. The topics that are included in the course outline are:

- (a) Educational Management as part discipline of education
- (b) Educational Management in relation to the part discipline of education
- (c) Perspectives on educational management
- (d) Educational management methods and processes
- (e) Educational management functions (planning, organizing, leading and control)
- (f) Educational management : ancillary processes (coordination, communication, problem solving and decision making, delegating, motivation)
- (g) General school organization
- (h) Office organization
- (i) Managerial staff : powers and duties (the principal, deputy principal, heads of department)
- (j) Management of pupil activities
- (k) Structure of education departments
- (l) Alternative education systems
- (m) Community involvement (Course F Cape Town 1994)

The course thus covers a wide range of issues but excludes important areas such as resource management, personnel management, conflict resolution, the management of change, knowledge of the law and the creation of a learning environment. It includes, at their expense, less relevant and largely theoretical topics such as the place of educational management in the discipline of education, alternative education systems and the structure of education departments. It is especially puzzling that the latter is included in a course on educational management since this is something that is usually contained in official departmental publications which the principal could obtain should he feel the need to do so. The study of alternative education systems would also seem to belong in a course on comparative education rather than here. There is also the point that , whilst these issues might be of significance, there are other areas that are more pressing for many principals at present.

Whilst the content of the course is largely pre - determined, it is up to the course leader to determine aims and objectives and presentation methods. The objectives of this course are clearly set out and are, according to a course handout:

- '1. To provide participants with an introduction to educational management and leadership theory, research and practice.
2. To acquire and develop educational management and leadership skills.
3. To enable teachers to improve their effectiveness in school leadership roles.
4. To prepare teachers for senior positions, specifically for that of the school principal.
5. To promote the interchange of ideas and experiences' (*ibid*)

Like all the courses discussed so far, this course is presented in as practical a way as possible. To quote once again from the course handout:

'Certain aspects of the content will be dealt with by means of short lectures, but the mode of learning will be attached to the contributions made by participants with their varied backgrounds and diversity of experience' (*ibid*)

There is thus less of an emphasis on teaching here than on learning together and learning from experience. In the presenter's opinion, too many management training programmes look at how to do things right rather than how to do the right things and this method of presentation is an attempt to deal with this problem.

As an officially recognised course, award of the qualification at its conclusion may lead to an increase in salary. Participation is obviously by choice. The presenter of the programme is an authority in the field of management training for educationists as stated earlier. Because this is the first year in which the course has been offered, no evaluation has taken place as yet. However, it was the intention of the presenter to have the participants evaluate the course at its conclusion.

The limitations of this course, then, are largely externally induced and result from the imposition of a curriculum from a central source, elements of which are not essential for the person about to enter the principal's office or for the person already there. In an attempt to overcome some of these inadequacies, though, the presenter of the course tries to make the course as relevant as possible and at least brings the presentation of the course more into line with modern thinking on the issue.

4.7 Course G

A large number of non - governmental organizations (NGO's) have been set up to provide services to disadvantaged communities, services that were either not being provided by the state or whose provision was inadequate. Thus NGO's exist in fields such as health, housing and education. There are not many educational NGO's that have entered the field of management training - indeed, the writer could only identify one in the Cape Town Metropolitan Area and it is their course that is considered here.

Management training is not the only area in which this NGO is involved. It is also involved in upgrading the qualifications of school teachers, developing support materials for teachers and providing methodological support for teachers in specific subject areas viz. English, Science and Mathematics. The management component was introduced in 1989 but has only operated on a large scale since 1992. The course is not intended only for school principals but they do tend to make up the bulk of the participants. In the 1993/4 academic year (courses run from September to May) for example, there were 291 principals, 90 deputy principals and 203 heads of department enrolled countrywide (Course G Cape Town 1994).

The management programme is designed for principals from disadvantaged communities, particularly those from the black community who face three particular problems:

'First, they come to their position of leadership without the benefit of formal training and rarely received any subsequently....Secondly, educational leaders are in an especially exposed and difficult position within the broader political dynamic in South Africa....Thirdly, management and leadership in black schools are made difficult by [the] school environment...and [the] broader political context' (Course G, Cape Town 1992 : 2)

All these factors need to be taken into account when looking at this programme since it was not designed as a general programme for all school principals. This, inevitably, influences the programme content as well as it's other characteristics.

The content of this training programme was determined on the basis of a needs analysis done amongst 150 teachers and principals throughout the country in 1989. This needs analysis served only to confirm the problems faced by black school managers as outlined above. On the basis of this needs assessment a pilot in - service training programme was field tested in 1990/91 and 1991/92, revised and updated and a new programme was produced.

The approach to the design of this course has been modular, the advantages of which were outlined in Chapter 2. At present there are 19 modules or units which cover the following areas:

- (a) Facilitating learning
- (b) Understanding adult learners : teaching teachers
- (c) Dealing effectively with groups
- (d) Communicating effectively in schools
- (e) Improving problem solving
- (f) Schools as organizations
- (g) School leadership
- (h) The instructional process : helping teachers teach effectively
- (i) The supervisory process : working with teachers
- (j) Clinical supervision : working with teachers to improve instruction
- (k) Staff development : helping teachers become all they can
- (l) Teacher induction
- (m) Principals and school effectiveness
- (n) School and community relations
- (o) Responding to conflict
- (p) Professional and principled behaviour
- (q) Managing the school budget
- (r) Organizational change in schools
- (s) Issues facing women school leaders (*ibid*)

Whilst this programme was designed with a very specific purpose in mind, it nonetheless addresses a number of the tasks and skills of school principals as identified in this study. In time other units might well be added to this programme whilst the need for some currently in the programme (eg. professional behaviour and teacher induction) could diminish. Nonetheless,

the programme aims to address the needs of a specific group of people whose background and current environment make a particular set of demands on them. Hence the inclusion of a number of modules of a purely administrative or theoretical nature (such as understanding adult learners, the instructional process, teacher induction and professional behaviour). It is not pertinent to criticise the programme for the topics which it omits, although the omission of such areas as planning, assessment and goal setting is a little surprising. It would be interesting to see, if a new needs assessment were now carried out, whether the range of topics addressed by this programme would change at all.

Like all the other courses discussed in this chapter, this course exists in isolation, although in itself it forms part of a plan to develop the management skills of black school principals. There is follow - up to this programme in the sense that those who have completed the programme are used as facilitators for the next group of trainees. In this sense, the programme is unique amongst all those identified. The idea, though, makes great sense since, as more and more people complete the programme, so more people become available to do the training and more people can be trained thereby creating a multiplier effect. Further follow - up takes the form of university based training since those who successfully complete this course become eligible to register for a masters degree in educational management and leadership run jointly by the Universities of Durban - Westville and of South Carolina (USA).

The use of facilitators to present the programme is indicative of the form that presentation takes. Ideally it is supposed to be based on facilitation. However, there have been some problems with his approach. In the evaluation which the writer was part of, some trainees reported a tendency towards lecturing whilst others reported that topics are not covered fully because discussions tend to wander from the point, particularly when they are being led by less skilled facilitators. A lack of commitment on the part of some facilitators and difficulties relating to the additional workload placed on facilitators have also been reported. For the most part, these facilitators have only received the management training provided by this course which could also affect discussions by limiting to the material that is available in training manuals. Additional readings are contained in these manuals but not all people have access to libraries that might contain these readings.

The relevant education authorities do support the existence of a training programme such as this one. Indeed, interviews with the responsible officer in the DET in particular, indicated a degree of relief that this training was being done in the absence of any training of departmental origin.

The aims and objectives of each of the 19 units are clearly stated at the beginning of each unit under the heading 'Purpose of the Unit'. In each case a number of questions that participants should be able to answer on completion of the unit are given. However, the units tend to be very theoretical and the participants are presented with a lot of text to read in the three volumes that make up the participants manuals and which run to almost 600 pages in total! A more suitable method of presentation, used in courses B and C for example, is to merely insert prompts into the workbooks leaving the participants to fill in the relevant information.

One of the problems that have been experienced with this course is the absence of any formal recognition. Participants do receive a certificate on completion of the course but there is no form of recognition from the education authorities. For this reason, some principals have been reluctant to do the course, preferring instead to register for programmes at tertiary institutions which do lead to financial reward albeit at much greater cost to themselves. This is a pity since those who have completed this course speak of its benefits in conversion terms - indeed, in an evaluation exercise in which the writer was involved (which took in schools in the Cape Town Metropolitan Area as well as the Orange Free State) participants were unanimous on the benefits which they had derived from the course.

The main strength of this course is that it addresses the needs of a large group of principals whose background is disadvantaged and whose training has been inadequate. It thus has an important role to play in an overall programme of management training in South Africa. The fact that it addresses a number of basic issues, whilst neglecting more specialised needs, means that it should ideally take place in conjunction with other programmes. There is also the possibility of expanding this programme by adding additional units, as mentioned earlier. As a basic programme, though, it has much to recommend it.

4.8 Course H

Not much information is available about this course which originates in one of the departments of education. The department used to run an extensive but much - criticised series of programmes developed in the early 1980's by a subsidiary of a major private sector organization. The idea was that the programme would be presented to inspectors who, in turn, would train principals (van der Westhuizen 1992). A large amount of money was spent on this programme but it eventually foundered because it had been developed by a private sector company that did not have much experience in the field of education and because the people for whom it was intended were never consulted about any aspect of it. These programmes were, according to the official in charge of human resource development, last used in the Cape Town area in 1992.

Unfortunately, very little has taken the place of the programme. Indeed, the official concerned battled to name ANY programmes that had been presented this year! Eventually she was able to name but one - a one day course that was presented on labour relations. The reluctance of school principals to be involved in any departmentally directed training was mentioned as the main reason for the almost total lack of training in the department. Other reasons related to the changes which are taking place in the education system which have meant:

- (a) that inspectors have been too busy to present any training and
- (b) that things are in a state of flux and the department is waiting to see what happens when a single education department is formed

In the meantime principals desperately in need of training are (once again) being left to founder.

Despite the failure of the top - down programmes, the labour relations programme was meant to be cascaded down through the system! Thus inspectors would once again be used to present the programme. Participation in the programme was to be voluntary (a change) although the programme did not result in any form of recognition. It was not clear how the topic of labour relations came to be selected.

There has thus been something of a vacuum in this department when it comes to management training for its principals. However, in June of this year, this department awarded a contract worth millions of rands to the multi-national company Coopers and Lybrand to develop a series of training programmes for educational managers at all levels. This really seems to be a rather odd decision - in June it was already clear that major changes for education were in the offing and that the days of separate education departments were numbered. Yet a contract is awarded by a single department in the hope that the training programmes that are developed will be used to train all education officials.

In a sense this project is flawed from the start. The company has already started developing a series of programmes for area managers, circuit managers and subject advisers. A needs analysis was done amongst the officials of this one department only in the Gauteng province and the first programmes have already been prepared. The fact that the needs of other officials might differ and that there are cultural and socio-economic differences at play here, seems to have been ignored altogether. The writer attended a seminar at which this whole programme was presented to departmental officials in Cape Town but was unable to obtain any explanations for the procedure that had been adopted.

4.9 General Impressions

A number of courses for the management and leadership training of school principals exist in the Cape Town Metropolitan Area. Eight have been included in this survey - others do exist (for example those offered by other tertiary institutions or private sector companies) but were not included either because information about them could not be obtained or because the writer only found out about them after the research phase of this project had been completed.

A major problem with these courses is that they all exist in isolation from one another ie. they are not all part of an overarching framework of management training for school principals. Oliviero (1982) listed this as a limitation of programmes in the USA, as mentioned in Chapter 2. Writing of the courses available in Lesotho, the Commonwealth Secretariat said, '...training programmes offered are of an ad hoc nature and lack continuity. There is no proper system of follow-up and evaluation of in-service programmes and it becomes difficult to determine their impact on education systems' (in Dadey and Harber 1991 : 26). With the exception of courses D, E and F which involve the same people, all the **courses have been**

developed by different people from a variety of different backgrounds. There is a lot of overlap between the courses but there are also important areas which are explored by few, if any, of them. There seems to be need for people working in this area to join together in an attempt to complement one another rather than overlapping or working in opposition.

Looking at the overall picture of the content of these courses (Table 1), one is struck by the fact that **none of the courses give any coverage to the development of an educational philosophy, to helping principals keep abreast of current developments in education, to the law as it pertains to education or to dealing with parents.** As will be seen in the next chapter, however, there is a demand for training in all these areas amongst local principals.

Only one of the courses pays attention to innovation in education, assessment or evaluation, curriculum development, goal setting and school routine. On the other hand, areas such as leadership, school organization, resource management (usually financial management), personnel management, conflict resolution and the management of change are well covered by a number of the courses.

Turning to the characteristics of the courses, **only a few of them have been put together on the basis of a needs analysis amongst the people for whom the course is intended.** Only 2 courses fit into this category. There is thus a real possibility that the courses are not really meeting the needs of all school principals. Again there is a need for co - ordination in this area.

To their credit, **virtually all courses are presented using a facilitation approach** which requires the participants to do all the work and apply material to their own school situation, with the course leaders merely helping to guide the discussion and ensuring that all relevant material is covered. The method does depend, though, on the existence of leaders who are skilled in the process of facilitation and this was seen to be a slight problem in the case of course G. For the most part, though, courses are run by leaders who have been well trained, and in the cases of courses D, E and F, the leaders are experts in their field.

Until recently, most **education authorities have not really concerned themselves with providing training for their school principals**, except for an introductory course of a few days duration. Programmes offered by tertiary institutions are usually recognised by education authorities and principals who undertake such programmes can receive a salary notch on completion of them. This is a situation which might change in a new dispensation. Other programmes do not receive any recognition from the education authorities - indeed, they are not even aware of their existence. Thus, for example, the official in charge of training in department A was unaware of the existence of course G!

There is considerable **variation between the programmes with regard to the statement of aims and objectives**. Some, such as courses D and E, have clearly stated aims whilst for others, such as course B, these are non - existent.

All programmes, except those offered by the education departments, offer some form of reward to the participants. This most commonly takes the form of a certificate although, as seen above, some can result in a financial reward. In all cases, participation in the programmes is voluntary.

The training programmes are usually evaluated at their conclusion and these evaluations are used to improve future courses, although the evaluation often does not require participants to indicate what topics they would like to see covered in future courses. This would be an ideal way for course organizers to keep the content of their programmes up to date as far as the needs of school principals are concerned.

In Chapter 5 of this thesis, the results of a survey which was done amongst school principals in the Cape Town Metropolitan area will be reported on. It will be particularly significant to see which areas they have indicated they would like to receive training or further training in and the extent to which the courses surveyed in this chapter meet these needs.

CHAPTER 5 - THE OPINIONS OF A GROUP OF SCHOOL PRINCIPALS

As an adjunct to the current study, the opinions of a group of school principals were canvassed via a questionnaire (Appendix 2). As stated previously, the composition of the group was not scientifically constructed but was based on the willingness of the principals to be interviewed. The group thus constitutes neither a sample nor a random group since they were self - selected and the writer does not, therefore, claim scientific validity for the results of this small survey. By the same token, trends that do emerge from this randomly chosen group could be significant. A total of 18 principals, all from co - educational schools, were interviewed, 6 each from the Department of Education (ex -House of Representatives), the Department of Education and Training and the Cape Education Department (ex - House of Assembly).

It also needs to be stated that the writer personally interviewed each principal and completed the interview schedule, except for section C which was completed by the principals themselves. The writer was thus able to explain to the principals any questions that they did not understand.

5.1 Section A

The questionnaire was divided into three sections. The first section sought to obtain information about the individual's experience as a school principal and also how he or she came to occupy the post. *Of the 18 principals only 4 were women* and all of them were in DET schools. 1 of the four women was principal of a secondary school. This was to be expected given the widely reported predominance of males in the education system, and is a situation which the new government aims to redress.

Of the 18 principals only two had served as principal of more than one school, one of those being of a school in another province. 16 of the principals were thus in their first principal's post although the length that they had occupied the post varied. One principal had occupied the post since 1980, but the majority had assumed duty after 1985. In the HoR schools, 4 of the 6 principals had taken up their posts this year. The reasons for this phenomenon were reported earlier.

Of the 18 principals, 12 had been appointed to their posts through the normal channels. In other words, the post had been advertised and applied for, the applicant had been placed on the shortlist and interviewed (either by a committee of parents or education authorities or both) and had subsequently been appointed.

Three of the six HoR principals had been heads of department at the time that the previous principal departed and had then been appointed in an acting capacity. Usually in these cases, the serving senior deputy or deputy principal was not interested in becoming principal because he/ she was near retirement age. After acting as principal for a period (of 4 years in one case), the appointment was made permanent without the formality of applications or interviews. This would appear to have been rather common in the HoR since it was a phenomenon that emerged in both the Education Foundation study and the TOPS evaluation mentioned earlier.

Of the remaining three principals, 1 (in the HoR) had been a deputy principal, had applied for the job and been appointed without any interviews, 1 (in the CED) had gone through the normal promotion procedure but had been a head of department prior to becoming principal and the third (also in the CED) was not on the shortlist but had been appointed as a result of a special request from the parents of the school concerned.

For the most part, then, it would appear that principals in the region have gone through the normal channels before taking up their appointments

5.2 Section B

The aims of this section were to find out:

- (a) what management training the principals had had
- (b) what the duration and content of this training had been
- (c) whether the training had been of use when they returned to school
- (d) whether principals felt they needed further training
- (e) whether principals knew what training was available
- (f) if principals had not received any training, whether there was any reason for this and
- (g) what principals felt about recognition being given for training and the forms which this recognition should take

Of the 18 principals, only one reported that he had not received any management training at all. He had assumed his first appointment as principal in 1978 at a time when there was no such training available. His current perception is that the only courses which are available are expensive university based courses of lengthy duration which he has no desire to do. He actually runs his own internal training programme for the members of his school management team. *The remaining 17 principals had received training from a variety of sources which had covered a variety of topics.* The fact that such a large percentage of the group had received some training further supported the point made in Chapter 4 that the region is relatively well endowed with management training courses. The sources of training and the number of principals who mentioned each source are shown in Table 3.

TABLE 3 - SOURCES OF MANAGEMENT TRAINING : CAPE TOWN PRINCIPALS SURVEY GROUP

SOURCE OF TRAINING	NUMBER OF PRINCIPALS	DURATION
University of Stellenbosch	4	1 week
University of Cape Town	1	1 year
University of Western Cape	1	6 weeks
Parow Teachers Training Centre	2	1 day
SA Teachers Association 'Progrow' Courses	4	Weekend
Cape Education Department	3	1day/10 days
House of Representatives	4	1 - 4 days
DET	2	2 weeks
TOPS	1	1 year
Standard Bank	4	4 days
Dr J. Gibbon	1	5 days
Western Cape Principals Assn.	1	2 hours

Besides the range of different courses that principals have attended, one is also struck by the fact that *the majority of these have been of short duration*, lasting only a few days. It is also interesting that 4 principals reported that they had received training from the HoR although that department does not have a history of providing training for its principals. The fact that university - based courses are relatively inaccessible would seem to be borne out by the fact that only one of the respondents had attended a full course. Five others had attended short courses run by universities. Technikon is absent from the list because the two in the region only started offering educational management courses this year.

Of the 17 respondents who had received some form of training, 10 had attended only one course, 4 had attended two courses and 3 had attended three courses. With so few respondents, though, no particular trends amongst the three departments are visible in this regard.

The content of the various courses varied widely. Topics ranged from teacher evaluation, motivating staff, school administration and open schools to things such as conflict management which was a particularly popular topic. In fact, five of the eight courses surveyed in Chapter 4 had also included it on the programme. With regard to the amount of material covered by each of the courses, no particular trends emerged in this small group.

Without exception, respondents had found their training useful when they returned to the office and had been able to apply at least some of what they had learnt in their schools. They mentioned that they still looked back at course notes when faced with a particular problem. Some found the experience particularly valuable because it had brought them into contact with other colleagues and they had been able to share problems. In DET schools though, some principals mentioned problems in trying to implement new ideas because of resistance from teachers and pupils. An interesting comment from one HoR principal about a course he attended run by a person acknowledged to be an expert in the field of educational management, was that the course had been orientated strongly in favour of the 'white' model C principal and that it did not address many of the specific issues that he faced in his school. It would be interesting to pursue this response in a more in - depth study.

The largely favourable response to management training could be indicative of the need for such training and a lack of certain skills amongst principals. Thus whilst it appears that most principals are doing a good job, *many find training to be useful since it equips them with skills they often do not have when they are appointed to the job.* This is further borne out by the fact that *all 18 principals indicated that they would like to receive further training.* The reason - to better equip them to cope with the changing demands of their job. Question 2(c) in Section B was reworded in all but one interview (that of the person who had had no training) as 'Would you welcome further training?' In all cases the response was yes. In Section C they were able to indicate the specific areas in which they would desire training.

Only 3 principals did not know how to go about getting further training. Of the remaining 15, 10 knew that the universities and technikons offered training whilst the others mentioned providers such as TOPS and the Standard Bank. Most principals thus appear to know that training is available should they need it and also where to get it.

Sixteen of the 18 respondents felt that recognition needed to be given to people who undertook such training. Only three felt, though, that this recognition should be financial. Some principals felt that financial recognition for all courses could lead to a 'paper chase' ie. a situation where principals attend as many courses as possible to be able to earn more money whilst their schools are left to run without them. In the opinion of one principal, if there were to be financial rewards then there would have to be very clear parameters within which these were made. 9 of the principals felt that some form of certification would suffice. Of these 4 were from the HoR.

Other forms of recognition mentioned were : mention in a newsletter or local paper (1 principal), prerequisite for promotion (2), counting towards a system of credits (1), a one off bonus (1) and being added to your curriculum vitae (1).

One other comment is pertinent here. It is interesting that *principals from DET schools most commonly thought that some form of financial reward should accompany the completion of these courses.* 4 of the 6 principals in this group mentioned this as the form that recognition should take. One of the reasons why there has been a lack of enrolment for the TOPS

management programme in some areas is because there is no financial reward at it's conclusion. TOPS programmes are run mainly for principals from the DET. It would appear, therefore, that black principals in particular place great store in being financially rewarded when upgrading their qualifications. This will need to be borne in mind when making policy recommendations in the final chapter of this thesis.

5.3 Section C

In section C principals were required to indicate the areas in which they would like to receive training or further training. They were also asked to choose what for them would be the five most important areas in which they would like to receive training and then to rank these on a scale of 1 to 5 from most to least important. The results of this section of the survey are shown in Table 4.

A short word of explanation about Table 4. Column A shows the number of principals (out of 18) who indicated that they would like to receive training in each area. Column B shows how many principal ranked the area concerned amongst their top five training needs. Column C shows where on a scale of 1 - 5 these principals ranked the particular area. Thus, for example, of the 5 principals who ranked leadership in the top five, 1 principal gave it a rank of 1, 1 principal ranked it 2 and 3 principals ranked it 4. Only 1 principal ranked 'educational philosophy' in the top 5 and gave this a rank order of 2.

Principals were also invited to add areas to this list that they felt were important to them but had been omitted. Only two principals did so. One principal added the area of 'policy planning' whilst the other principal added 'contact with commerce and business' and 'career guidance'. None of these areas was placed in the top five group.

TABLE 4 - TRAINING/ FURTHER TRAINING NEEDS : CAPE TOWN PRINCIPALS

AREA OF COMPETENCE	NUMBER OF PRINCIPALS DESIRING TRAINING	PRINCIPALS PLACING AREA IN TOP FIVE	RANK ORDER IN TOP FIVE
Leadership	11	5	12444
Educational Philosophy	6	1	2
Innovation	11	4	1344
Organization	10	2	35
Planning	11	2	23
Assessment/Evaluation	12	3	235
Resource Management	14	6	111255
Personnel Management	14	6	111355
Pupil Management	7	1	2
Managing Relationships	12	4	1344
Self Management	9	3	234
Communication	10	4	1234
Keeping abreast of new dev.	14	5	11255
Negotiation Skills	13	7	1224445
Conflict Res./Prob. Solving	12	5	12244
Managing Change	11	5	12334
Team Building	10	2	15
Curriculum Development	13	4	1334
Creation of Learning Env.	9	4	1233
Goal Setting	9	1	5
Knowledge of the Law	14	7	2234555
School Routine	5	1	5
Motivation	11	3	245
Co - ordination of school	6	0	
Decision Making	8	1	5
Community Relationships	8	0	
Dealing with Parents	11	2	33

From the table it is clear that *the areas in which most principals* (14 out of 18) *desire training are resource management* (specifically financial management, rather than the management of plant or equipment), *personnel management, keeping abreast of current educational developments and knowledge of the law*. These are followed closely by negotiating skills and curriculum development (13 out of 18). In addition, 7 principals placed negotiating skills and knowledge of the law in their top 5, which was the greatest number of principals to do so. Resource and personnel management were placed in the top five by 6 principals, and keeping abreast of current developments by 5 principals. On the whole, areas that are chosen by a large number of principals also appear most frequently in the 'top five' list. Turning to the supply side, whilst *four of the eight courses considered in Chapter 4 included resource management and personnel management in their curricula, only two courses dealt with negotiating skills, one course dealt with curriculum development and there were no courses which included components on the law* as it relates to education or on new educational developments in education. This apparent discrepancy between supply and demand could result from the lack of needs analyses being done before courses are put together as observed in Chapter 4. It would also seem that principals feel a need to know about the law as it relates to education (it's popularity further justifies it's addition to Jones' (1987) original list) and also find it difficult in the rush of their daily lives to keep up with the latest developments in education. They look to training courses to do this for them.

Other areas which were chosen by more than half of the respondents were leadership, innovation, organization, planning, assessment and evaluation, the management of relationships, communication, conflict resolution, managing change, team building, motivation and dealing with parents.

The popularity of some of these items is interesting. Turning again to the supply side, *leadership was an area covered by six of the eight courses considered. Organization (4 courses), communication (4), conflict resolution (5) and managing change (5) also formed part of the curricula of at least half the courses considered.* There is, of course, the possibility that the principals who indicated these particular areas had not attended courses which dealt with them. Alternatively, one must conclude that these are areas which are very important to a number of principals and that the courses concerned are not dealing with them in sufficient detail.

Less than half the courses deal with other areas which were chosen by more than half of the respondents. Indeed, only one course dealt with the area of innovation, one course with assessment and evaluation (the questionnaire was not specific here and so it is not possible to say whether principals were thinking of the assessment and evaluation of staff or pupils), and none of the courses included a section on how to deal with parents. As indicated earlier, parents appear to be taking a greater interest in their children's education (some headmasters said that parents are 'interfering' more than they used to!) and principals seem to have difficulty in dealing with difficult parents in particular. The inclusion in training courses of a unit which would offer strategies for doing so would, it appears, be valued by a number of principals.

Turning to the other end of the scale, *areas that were chosen by only a few of the respondents were educational philosophy (6), pupil management (7), school routine (5) and co - ordinating the life of the school as a whole (6).* These are *also areas dealt with by few of the courses considered.* None of the courses look at educational philosophy, three courses look at pupil management, one course looks at school routine and one course looks at co - ordinating the life of the school as a whole.

It is also interesting to look at the breakdown of choices by education department. These are shown in Table 5 on Page 67. In each case the number of principals out of 6 who selected a particular area is shown. What this table shows is that, *whilst there are areas in which principals in all three departments have training needs, there are others which were more popular with principals in one department than in others.* In the former category may be included areas such as planning, resource management, personnel management, keeping abreast of new developments, curriculum development and knowledge of the law.

Areas that might be included in the latter category would include leadership which was chosen by 5 of the 6 HoR principals, 4 DET principals but only 2 CED principals. Likewise, organization was chosen by 5 HoR principals, 3 DET principals and 2 CED principals. Other categories revealing similar trends are assessment/ evaluation, communication, team building and dealing with parents. It is interesting that the latter category was chosen by only 2 DET principals but by 4 CED and 5 HoR principals. An indication of the relative interest of parents in their children's education perhaps?

**TABLE 5 - TRAINING/FURTHER TRAINING NEEDS:CAPE TOWN
PRINCIPALS SURVEY GROUP BY EDUCATION DEPARTMENT**

AREA OF COMPETENCE	NUMBER OF DET PRINCIPALS CHOOSING AREA	NUMBER OF CED PRINCIPALS	NUMBER OF HoR PRINCIPALS
Leadership	4	2	5
Educational Philosophy	2	0	4
Innovation	3	4	4
Organization	3	2	5
Planning	3	4	4
Assessment/Evaluation	3	3	6
Resource Management	5	5	4
Personnel Management	5	4	5
Pupil Management	2	3	2
Managing Relationships	4	3	5
Self Management	2	2	5
Communication	3	2	5
Keeping abreast of new dev.	5	5	4
Negotiation Skills	5	3	5
Conflict Res./Prob. Solving	4	3	5
Managing Change	3	3	5
Team Building	3	2	5
Curriculum Development	4	4	5
Creation of Learning Env.	3	2	4
Goal Setting	2	3	4
Knowledge of the Law	4	5	5
School Routine	2	1	2
Motivation	3	4	4
Co - ordination of school	1	2	3
Decision Making	3	1	4
Community Relationships	2	2	4
Dealing with Parents	2	4	5

The differences in training needs expressed by the principals of the different departments have clear implications for training courses. In the short term, at least, they will need to acknowledge the fact that principals come from different backgrounds and have different training needs. It might thus initially be necessary to offer courses with different emphases to cater for these differing needs.

In the last section of the questionnaire, principals were asked whether the demands of their job had changed over time. In the literature review in Chapter 2 it was seen that the job of the principal had increased in complexity and scope and that principals were facing increased pressure from both within and outside the school. The changes were attributed to changes in society. The aim of this part of the questionnaire was to ascertain whether principals in the Cape Town area concurred with these points.

Principals who had taken up their appointments within the last two years were not really in a position to answer these questions. However, there were two principals in this category who reported changes in the short time that they had been principal. *Cape Education Department principals reported increased pressures related to the change to Model C status* which had placed more responsibility on their shoulders. Sources of pressure identified by these principals included job uncertainty for some staff, less supportive parents (an unwillingness today for parents to support school decisions relating to the discipline of their children particularly) and the increased competition between schools for a dwindling number of pupils. The implications of a drop in enrolments for staffing was also mentioned in the latter regard. Principals also found that they were having to spend more time in the office on management tasks rather than on educational tasks, a trend which was also noted in the literature review.

Four principals in House of Representatives schools had found that the demands of their job had increased. Three of them found increased community involvement to be a source of increased pressure. They also noted that the education department itself had not been very supportive of them. Other sources of pressure included demands from teacher unions, increased job load and the fact that parents were increasingly standing up for their 'rights'.

Only one DET principal reported an increase in the demands of the job, an indication of the fact that conditions in that department have been in turmoil for such a long time. The principal in question had moved from a rural school in the Orange Free State to an urban school in Mowbray. Interestingly, she found children in Cape Town to be more disciplined and intent on learning. The main sources of pressure for her were a lack of facilities and a lack of co-operation from the education department.

All the principals who reported a change in the demands of their job attributed the change to the political and social changes which South Africa has experienced since 1990. The changes which await education in the near future were seen as a possible source of even greater pressure.

In this chapter the results of a questionnaire administered amongst 18 principals in the study area have been reported. It was found that, whilst most principals have received some form of training to prepare them for their job, most felt that the training was inadequate and felt that they needed further training. The areas in which they felt they needed such training were described and it was seen that some of these areas are currently not covered by the training courses reported on in this study. It was also seen that principals in the different departments have needs which concur in some areas but which differ in others and that the providers of training courses would need to take note of this. Finally, it was seen that many principals had found that their job had become more pressurised over time as a result of the political and social changes which this country has experienced.

It must be re-emphasized that the writer does not claim any scientific validity for these results and that they merely indicate possible trends. A more comprehensive and scientifically constructed survey would need to be carried out to test whether these trends are more generally indicative of the feelings and opinions of headmasters in this study area.

CHAPTER 6 - CONCLUSION : SOME POLICY RECOMMENDATIONS

Having considered some of the theoretical and practical aspects that relate to management training for school principals in the Cape Town Metropolitan Area, are there any recommendations or considerations which should be taken into account in the formulation of a policy relating to this training? The writer believes that there are. The first and most important recommendation is that there does need to be a specific policy of providing training and support for school principals so that this training is not splintered and ad hoc. Both the theoretical evidence presented in Chapter 2 and the practical evidence presented in Chapters 4 and 5, indicate a need for the urgent development of such a policy. In a consideration of the whole area of INSET in South Africa (and management training for school principals will essentially be part of this), Hartshorne (in Ashley et al.) states that 'It is a national responsibility' (1987 : 3) and that it is not something that can be left to the individual departments. In the new dispensation in South Africa, education is the responsibility of both central and provincial government. The recommendation here, then, is that a policy on management training should be part of the central government's responsibility and that provincial governments should have to carry out this policy.

Following on from the point above, probably the greatest problem about the current provision of training for school principals in the study area is that it is too fragmented. A number of organizations are offering training but there are few, if any, links between them. As a result there is a lot of repetition of material and there are some important areas that are not being covered at all. A centrally determined and supported policy would help to overcome this problem.

In Chapter 2, reference was made to the Kenya Education Staff Institute which was set up by the government of that country to provide training programmes for people in management positions and also for prospective educational managers. It was also seen that the Institute had trained some 7 000 principals by 1991. Similar organizations exist in Nigeria and Tanzania (Dadey et al. 1991). Because these institutes are not subject to the academic norms of

universities and technikons, they are well - suited to providing practical INSET courses. In addition, 'These institutes have the potential to be centres for policy formulation, and for developing learning materials, journals and newsletters' (Dadey et al. 1991 : 39).

In the light of the comments made above, the establishment by the South African government of such an organization would seem to make sense. The proposed institute would have to have offices in each of the nine provinces if it's programmes were to reach all educational managers.

The establishment of such an institute would not imply that all current course providers would cease to exist since many of them have expertise in a number of areas. Ideally they should work in partnership with such an institute to establish curricula, provide trainers and course materials. A course provider could thus be contracted to the proposed institute to provide a particular management module.

Neither does the establishment of an institute imply that universities and technikons would cease to offer degrees and diplomas in educational management. Academic courses have their place in the overall training fabric and will always be in demand from educators seeking to upgrade their qualifications. In addition, such courses, by their very nature, should provide more specialised training and introduce students to the very latest developments in the field

Initially all principals will need to be the focus of any training initiative such as the one described above because of the relative neglect of training in the past. However, a number of writers have suggested that, ideally, deputy principals and heads of department rather than principals should be the focus of management training efforts. The idea here is that principals should receive training prior to assuming the position rather than afterwards. Thus Weindling et al., for example, recommend that 'Efforts to improve preparation for headship should be concentrated on aspiring deputy heads' (1987 : 184). Hall et al. make the point that the principalship is of such complexity as to 'make it hard to believe that any deputy head, however competent..., could be ready for elevation to headship without prior formal training and management development' (1986 : 217).

In the short term one would thus envisage a system in which an educational institute and tertiary educational institutions provide initial management training for school principals by offering as many courses as possible to overcome at least some of the backlog that has developed. In the medium term the emphasis would need to shift to training prospective principals. In the long term a two - tier training system could be introduced with the proposed training institute providing basic initial practical training for prospective principals and refresher courses for practising principals, and the tertiary institutions providing specialised academic training for school principals.

Institutes and tertiary institutions also have an important role to play in the area of distance education. Dadey et al. remark that 'training and support using distance materials will be particularly useful in larger systems' (1991 : 44), and the South African system would certainly fit into this category. Currently the writer is aware of courses in educational management offered by the College of Education of South Africa (CESA). However, there would seem to be no reason why other institutions should not also offer this option. Studying by distance education has a number of advantages. For example, the student is not taken out of his/her school environment, does not need to travel anywhere to receive the training (travel could be a problem in remote rural areas) and is free to work at his/her own pace. Thus it is also recommended that the use of distance education methods be investigated as part of the overall management training fabric.

Turning to the content of the training, ideally this should be based on the needs of the people for whom the training is intended. A further recommendation is thus that a detailed needs analysis will need to be done amongst school principals (in the short term at least) to determine the nature of their training needs. Initially it might not be possible to introduce all principals to the latest in management ideas because their needs might be more basic in many respects. Tertiary institutions, which, by their very nature, do not base the content of their courses on needs analyses, should include on their teaching staff lecturers representative of the wider community who are likely to be in touch with the needs of various sectors of the community. It would then be possible to take these into account when planning training courses. Institute - based courses should be the result of a needs analysis amongst principals.

The actual content of all training programmes will need to be as practical as possible and related to the school situation. It should thus include case studies and the use of simulation exercises and role play. These 'Action learning methods have been found to be effective in the delivery of headteacher management programmes' (Dadey et al. 1991 : 41) and are used by some of the courses offered in the Cape Town area eg. Courses D and F. In addition the courses should ideally be modular in their approach. The advantages of this approach has been described elsewhere, but the most important consideration here, where the needs of principals do differ, is that it would allow principals the flexibility of receiving instruction in those areas that are of most importance to them. In addition 'Training seems to have a clearer objective where it is presented in modules' (Dadey et al. 1991 : 41).

The issue of recognition for course attendance was seen to be an important one in the survey of Cape Town principals reported in Chapter 5 and it is something that will need to be addressed in any policy document on management training. There are a number of possibilities here:

- (a) to continue with the system used at present whereby additional (recognised) qualifications are rewarded by an increase on salary - it might thus be decided that on the completion of a certain number of modules, the principal will be deemed to have completed another qualification and his/her salary would be adjusted accordingly. Herein lies another advantage of the research institute approach - it can be used to vet the quality of training modules and can ultimately decide on the award of additional qualifications. Herein also lies a further attraction of the modular approach - the research institute could determine a variety of module combinations (modules offered on it's behalf by a number of providers) which could be deemed to constitute an additional qualification. The current system of recognising additional tertiary qualifications might be retained
- (b) alternatively, a general salary increase could be replaced by a one - off payment in recognition of the candidate having satisfied the necessary conditions as outlined above, or
- (c) because a financial incentive can lead to a situation where principals are continually completing modules to the detriment of their schools, the attainment of a certificate or degree or diploma could count in the candidate's favour when he or she applies for promotion - ultimately this could lead to a system akin to the American one reported in

Chapter 2 whereby a person only becomes eligible for promotion to principal once he or she has completed the requisite qualifications. If the opinions of the group of principals surveyed in Chapter 5 are anything to go by, then this might be the most suitable option.

Bolam (1994) suggests a number of other aspects relating to educational management training that would need to be considered by policy makers. These include:

- (a) matters of cost and funding - if a research institute is to be established then money will have to be found to run it - finances for the Kenyan and Nigerian institutes was obtained from abroad (World Bank) This is a policy which could be adopted here too. The assistance of the Commonwealth Secretariat, which has played an important role in the aforementioned countries, could also be sought. Decisions also need to be made about the amount of money to be invested per education manager

- (b) allowing educational managers a certain number of days per year for training purposes, a system that is currently used in England and Wales (Wallace et al. 1989) - this could be either a requirement or an entitlement. Provided there exists a training infrastructure, the former might be the policy to adopt here, at least initially

- (c) the possibility of involving individual schools in the training process - school based training is only an option in schools which have the capacity and the expertise to provide such training. Bailey et al. suggest that 'The locus of school management development must be shifted to the school' (1993 : 63). One of the schools covered in the survey in Chapter 5 reported that it ran it's own in - house management training programme, but it had a very experienced principal who was in a position to do so. In time though, and as more and more principals receive training themselves, this option might become more viable.

Another area which a policy on management training will need to consider is research. There currently appears to be a paucity of research on the whole area of management training for school principals in South Africa Indeed, the writer could find very little South African

literature relating to the study and much of what was available was somewhat outdated. In formulating a management training policy, therefore, consideration will need to be given to the need for more research in this area and its place within the overall policy structure.

This chapter has considered some of the policy options open to decision - makers in the area of management training for school principals. South Africa comes from a background of unco - ordinated and inadequate provision, a situation which is urgently in need of revision. The importance of management training has been stressed by the literature review and the demand for it was also evident in the small survey done by the writer and in which all principals indicated a need for training. A specific policy is thus essential.

There is, however, the danger, that, amidst all the other demands that are being made on the new education system, management training could again be relegated to a backseat position and further neglected. Indeed, the recently published White Paper on Education (1994), whilst emphasizing the need to train teachers (teacher education is 'one of the central pillars of national human resource development strategy' (1994 : 16)), makes no mention of the need to train educational managers. As pointed out in Chapter 1, though, the document does not claim to deal with all aspects of the education system (White Paper 1994). However, there is a similar emphasis on the training of teachers in the ANC's education policy document (1994).

At the same time principals play a pivotal role in the education system, as managers and implementers of policies. Indeed, Hall et al. (1986) found in England that many principals were not carrying out the tasks enumerated in various official documents as being expected of them and that there was 'the need for substantial investment in training to equip heads for these tasks' (1986 : 216). In addition, as seen in Chapter 2, principals also play an important role in determining the effectiveness of schools. Relegating training to a backseat position in South Africa could thus spell disaster. In the words of Dadey et al. 'The days when only good classroom practice was regarded as necessary to qualify for headship are gone. These days preparation for various professional roles is essential if one is to be an effective head' (1991 : 45).

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APPENDIX 1 - TASKS/SKILLS OF THE SCHOOL PRINCIPAL

Providing Leadership

Developing an Educational Philosophy

Organization of the School

Planning

Assessment/Evaluation of Systems, Staff and Pupils

Resource Management

Personnel Management

Pupil Management

Managing Relationships

Self Management (including time management)

Communication with Staff, Parents and Pupils

Keeping Abreast of new Educational Developments

Negotiating Skills

Conflict Resolution/Problem Solving

Managing Change

Team Building

Curriculum Development

The Creation of a Learning Environment

Goal Setting

Knowledge of the Law

Developing the School Routine

Motivation of Staff, Pupils and Self

Co - ordination of the School as a Whole

Decision Making

Community Relationships

Dealing with Parents

APPENDIX 2 - INTERVIEW SCHEDULE : SCHOOL PRINCIPALS

A. Personal Particulars

1. Name of School _____

2. Name of Principal _____

3. Experience as a school principal:

NAME OF SCHOOL	FROM	TO

4. How did you come to be selected as principal of this school? _____

B. Management Training Experience

1. Have you received any management/leadership training since being promoted to principal? _____

2. (a) If yes, could you please give details of this training

(i) Provider _____

Duration _____

Content _____

(ii) Provider _____

Duration _____

Content _____

(iii) Provider _____
Duration _____
Content _____

Did you find this training useful when returning to the office? Please explain _____

2. (b) If no, is there any specific reason why you have not received any training? _____

(c) Do you think that you need such training? Please explain briefly _____

(d) Do you know how to go about getting such training?

3. (a) Do you feel that recognition should be given to principals who attend training courses? _____

(b) What form do you think this recognition should take?

C. Training/Further Training Needs

1. Listed in the table below are a number of tasks and skills required of school principals identified from a survey of the local and international literature. Could you please complete the table in the following way:

(a) in the first column, indicate whether you would welcome training/ further training in the area indicated

(b) in the second column, indicate the five most important areas in which you would welcome training/further training

(c) in the third column rank these five from 1 - 5 where 1 is the most important area

Please feel free to add additional areas at the end of the table that you feel are important and have been omitted from the list.

TASK/SKILL	TRAINING DESIRABLE	TOP FIVE PRIORITIES	RANK ORDER 1 - 5
Leadership			
Educational Philosophy			
Innovation			
Organization (systems, meetings,delegation of work)			
Planning			
Assessment/Evaluation			
Resource Management (money, plant, equipment)			
Personnel Management (selection/appraisal/super- vision, development etc)			
Pupil Management (care, discipline, communication)			
Managing Relationships (inter - personal, inter - group, group relations)			

Self Management(time, stress and leisure)			
Communication (public speaking, letter writing, communicating with authorities, interviewing parents etc)			
Keeping abreast of current developments in education ie innovations, governance etc			
Negotiating Skills			
Conflict Resolution/Problem Solving			
Managing Change			
Team Building			
Curriculum Development			
Creation of a Teaching/ Learning Environment			
Goal Setting/Identifying Aims and Objectives			
Knowledge of the Law			
School Routine			
Motivation (self, staff, pupils)			
Co - ordinating the life of the school as a whole			
Decision Making			
Community Relationships			
Dealing with Parents			

(After Jones 1987)

2.(a) If you have been a principal elsewhere, do you find that the demands at this school differ from elsewhere?_____

(b) If yes, in what way do they differ?_____

(c) To what do you attribute the differences?_____

THANK YOU VERY MUCH FOR YOUR TIME AND COOPERATION