CHAPTER 3

THE PROFESSIONAL DEVELOPMENT OF
THE SENIOR EDUCATION MANAGER

3.1 INTRODUCTION

The definition of the concepts *profession and professional development* given in Chapter 1 (1.7.1) is essential for understanding the necessity of the professional development of the senior education manager, which will be discussed in this chapter.

The professional development of an educator does not cease once he/she leaves an institution for pre-service training. It is a career long process of development, which begins with the educator's pre-service training and continues throughout his/her career practice until retirement.

The above observations are also true of senior education managers. This chapter will focus on the characteristics of a profession, aims and the desirability of professional and management development of the senior education managers, responsibility for own development and performance demands. This chapter will provide a further framework for the discussion of the findings in this study.

3.2 CHARACTERISTICS OF A PROFESSION

The following have, *inter alia*, made substantive contributions regarding this subject, *viz.* Spies and Van Zyl (1997:1), the Human Science Research Council (HSRC, 981:68), Loots (in Vander Westhuizen *et al.*, 1990:34), Miller (in Landman, Mentz & Möller, 1982:2500, Bondesio, Beckmann, Oosthuizen, Prinsloo and Van Wyk (1989:146) and de Witt (1981:8-18).

From the above, it is obvious that much has been written about the characteristics of a profession and that most authors share a common understanding of the characteristics of a profession.

Spies and Van Zyl (1977:10) provide a model of those characteristics, which defines the essense of a profession. This model, with which many authors concur, centers around the following issues, service orientation, specialized knowledge, continuing research, professional authority of the practitioner and autonomy of the profession in developing and maintaining a professional ethical code.

3.2.1 Service orientation

Spies and Van Zyl (1977:1) observe "Dit is kenmerkend van professies dat daar bepaalde hoë eise met betrekking tot gespesialiseerde kennis gestel word". This knowledge as well as the required skills for successful professional practice is acquired through extensive training. This point is also acknowledged by Oosthuizen *et al.* (1922:93). To this effect de Witt (1981:10) observes that the student of education has to master an ever-increasing body of knowledge before he is qualified to teach on a permanent basis, while specialisation is increasing in post-graduate studies.

The above comments are supported by the HSRC report on the provision of education (1981). This report observes that the quality of the trainee teacher and the maintenance of the quality of training (Human Sciences Research Council, (1981:68), determine the status of a teacher's profession. What has been said is true of senior education managers.

Bondesio and Berkhout (1987:15) also express an important view in support of the need for education practitioners to have intellectual abilities and expertise in their subject specializations. They observe that "... education almost without exception makes use of highly qualified labour." This suggests that the duration of training for a profession is one of the important factors that may guarantee the acquisition of specialized knowledge.

According to Oosthuizen *et al.* (1992:93), it is essential that the teacher should be an authority on teaching and training which makes him an expert in another field. Like teachers in education, senior education managers should have authority and expertise in education management and training. It should be recognized that intellectual abilities and expertise in any given subject are brought about by research, which is a tool to effective professional development. These characteristics emphasized the supreme importance of training in professional development.

De Groof (1995:7) refers to one of the important guiding principles of the recommendations made by the joint Committee of the ILO and UNESCO. According to the above principle, "… advance in education depends largely on the qualifications and ability of the teaching staff in general and on the human, pedagogical and technical quality of individual teachers" De Groof (1995:7).

The above statement demonstrates clearly that communities should hold educators in high esteem. The communities appreciate the service rendered by educators very much, due to the position they occupy in the community.

Senior education managers, as out-of-school educators, also deserve to be held in high esteem by communities in general and educators in particular, in recognition of the education management positions they occupy in the community. Their qualifications and abilities to manage human and other resources in the public service will enhance the advancement of education in the community they serve.

In the Canadian case *Malcolm Ross v New Brunswick School District No 15*, Justice La Forest (1997:2) commented on the role teachers can play in the school system and in the wider community as follows: "Teachers occupy positions of trust and confidence, and exert considerable influence over their students as a result of their positions. The conduct of a teacher bears directly upon the community's perception of the ability of the teacher to fulfil such a position of trust and confidence, and upon the community's confidence in the public school system as a whole."

Although the case cited above relates to the role of educators at institutional level, it is important to note that what is said of teachers is also true of senior education managers who occupy positions of trust and confidence in education departments in particular and in communities at large.

Senior education managers must have certain competencies to be able to carry out their duties. If they possess such competence and carry out their duties efficiently and effectively they receive the honour and respect of their profession as a whole.

This suggests the importance of the acquisition of appropriate management capacity to ensure quality education. De Villiers and Wethmar (2000:13) refer to the assertion of the Department of Education that, for the educator to exercise authority/responsibility, he/she requires academic, occupational and professional competencies. This supports the notion that qualifications enhance the authority and status of an individual. If senior education managers have suitable qualifications, the appropriate skills and ability to address the education needs of the public, their role and contribution are recognised. This recognition improves their status as a body of education management professionals. Their morale and professional attitudes become positive.

Although it is a standard requirement for all professionals to train for their professions before career practice, many people who have not been trained as education managers, do perform management duties without having formal education management qualifications. This occurs mostly in those departments that are severely affected by a shortage of qualified education managers. This practice is common especially in the traditionally rural black communities. The duration of teacher training programmes in the colleges of education controlled by the former Department of Education and Training (DET) and the former homelands was three years, which had serious implications for academic standards. This means that college trained educators left colleges without a sufficient grounding in management practice skills.

On the other hand, technikons and colleges of education formerly controlled by the Transvaal Education Department Cape Education Department, Natal Education Department and the

Orange Free State Department offered four-year Higher Education Diplomas. Universities offered four-year concurrent degree-diploma qualifications or postgraduate diplomas.

Trained educators from the above institutions come out of colleges with adequate management theory to qualify them for classroom management positions. They would, however, be required to gain practical management experiences in order to be considered for senior management positions. It is for this reason that this study emphasizes desirability of providing professional development for senior education managers.

The establishment of the South African Council for Educators (SACE) was aimed at "... enhancing the development, integrity and prestige" of educators (Prinsloo in: De Groof *et al.*, 1998:84). The drawing up of the Code of Conduct for Educators will enable teachers to regulate their professional practice in a transparent and accountable manner.

The South African Council for Educators (SACE) provides important guidelines in the Code of Conduct for Educators according to which the professional practice of educators is regulated. The following guidelines from the SACE Code of Conduct for Educators covers a wide range of aspects of relationships of the educators with stakeholders in education:

- The relationships between the educator and

    - The learner
    - The parent
    - The community
    - His/her colleagues
    - SACE
    - His/her employer

An elaborate analysis of the Code of Conduct for Educators affecting the above areas of the relationships of educators is given by the Villiers and Wethmar (2000:35). Regarding the conduct of educators concerning their profession, de Villiers and Wethmar (2000:35) state that

an educator is required to acknowledge that exercising his/her professional duties occurs within a context of co-operation with and support of colleagues, and should therefore behave in a manner that enhances the dignity and status of the profession.

The mobilization of education and training resources under the slogan "Tirisano" (working together) as announced by the Minister of Education (July 1999) calls for and encourages the inculcation of the spirit of co-operation and working together towards a common national goal, ..." [a] better life for all" (De Villiers & Wethmar, 2000:35).

Working co-operatively in the execution of professional duties and responsibilities requires that the relationship of educators and senior education managers should be characterized by the following:

- Mutual co-operation with or without competition. Team spirit should prevail.
- Mutual trusts devoid of back-stabbing and malicious gossip.
- Mutual respect characterized by an unconditional desire to be polite, considerate and co-operative.
- Mutual consideration characterized by empathy and an unconditional desire to think for others as well.
- Commitment to sharing ideas for the benefit of the profession (De Villiers & Wethmar, 2000:35-36).

Keeping abreast of trends and developments in education ensures that new insights and skills are obtained. Senior education managers who understand the importance of upgrading their skills and updating their knowledge through research, seminars and other workshops will guarantee that the educators they supervise are strong resources for the effective learning of learners. This will ensure that the confidence and the honour the public and colleagues have for him/her, is not jeopardized.

The promotion of ongoing development in the education profession requires that educators, senior education managers included, should render their service in accordance with the ethical

code as embodies in the SACE code of conduct (De Villiers & Wethmar, 2000:37). This includes the upgrading of one's qualifications and skills through workshops and other forms of in-service training.

De Villiers and Wethmar (2000:38) refer to an important observation adapted from Van Loggerenberg. They argue that professional status cannot be demanded. It is acquired through diligence and careful adherence to the norms and standards of the Code of Conduct. This suggests that senior education managers should earn their recognition and status through genuine hard work and commitment to their duties and responsibilities.

Providing induction courses to young education managers introduces them to the practical tasks of the education profession. It assists young teachers in gaining confidence in the skills they possess and generates enthusiasm as they undertake their new tasks. Senior education managers are also required to accept, as their professional obligation, the provision of induction courses for all new members joining their teams.

The importance of the induction of new employees is recognized by renowned educationists and senior education managers in this country. The Chief Director of Education of the Free State Province made the following appeal at an annual conference of Free State Teachers' Association regarding the provision of appropriate and positive leadership to young teachers:

I appeal to you to endeavour to exert a positive influence on young teachers on your staff ... their job satisfaction and morale depend, to a great extent, on the example and attitude of the principal and their more experienced colleagues (De Villiers & Wethmar, 2000:38).

The foregoing discussion confirms that the promotion of the professionalisation of the education (teaching) profession, is a mammoth task. It demands concerted efforts from professional practitioners and relevant stakeholders. Above all, it requires unconditional commitment to service and the best method of delivery of the relevant services. It is only then that the practitioners will be accorded the professional status they deserve. Senior education managers are required to follow this approach in the execution of their functions.

A concern about the inherent negative effects of under qualification has been expressed by various authorities as indicated above. The HSRC report (1981:68) emphasizes the need for higher qualifications in the teaching profession. This suggests that the acquisition of specialized knowledge and authority in the respective subjects may not be guaranteed where the duration of training is short.

Writing about the achievements of the General Teaching Council for Scotland (GTC) Beverage (in GTC, 1991:7) observes that the concern about the number of unqualified teachers during the 1950s and 1960s led to the establishment of this Council in 1965 with the main purpose of improving the quality of the education system by controlling entry to the teaching profession and providing a substantial measure of professional self-government. The above observation suggests that the need for the maintenance of standards in education receives priority attention in Scotland.

Some of the important contributions of the GTC include locating the role or place of induction in the improvement of the quality of education in Scotland. Induction of senior education managers would bring about improvement of management effectiveness and efficiency.

Wong (2002:52), asserts that new teachers need more than mentors; they need induction programmes that acculturate them to the school and equip them for the classroom. An eduction program includes all activities that train and support new senior managers. It may be said that a well organized induction programme, will enable newly appointed senior managers to become committed to their task with a common vision.

Wong (2002:1) regards induction as the best form of professional development. It is important to note that the value of induction in the improvement of educator or manager effectiveness is acknowledged in other countries apart from Scotland.

Dr Sutherland, the former Registrar of the General Teaching Council for Scotland, addressed the 21 Anniversary International Conference of the Department of Education Management of

the University of Pretoria on the topic "An international perspective on the movement towards the professionalisation of teaching: some principles, tension and dilemmas".

Sutherland's paper (in Department of Education Management, 2000:98) is composed of three parts, covering *inter alia* the following aspects:

- The origin, composition and the role of the Scottish Council. The circumstances under which the Scottish Council was established include the following:

  - Severe and worsening shortage of teachers
  - Lamentable standard of entry to the profession
  - Dissatisfaction with the inconsistency of standards of teaching
  - Low morale of staff
  - Low salaries in comparison with other professions
  - Perceptions that the profession lacked status and prestige
  - The perception that the views of teachers were not heeded and that control of their own profession was not in their hands

Furthermore, the functions, which the Scottish Council began performing after its establishment in 1965, were highlighted. Such functions included the following:

- Advising the Ministry of Education on the training and qualifications of teachers
- Maintaining a register of teachers qualified/eligible to teach in state schools
- Overseeing standards of entry to the profession
- Advising on the supply of teachers
- Exercising disciplinary powers in relation to registration

The above background information is also important for our understanding of reasons for the establishment of the SACE in South Africa.

Sutherland (in Department of Education Management, 2000:102-103) reports some of the great achievements of the Scottish Council which include the following:

- Professional status:

  Teaching is held in higher esteem in Scotland than in any other part of the U.K., hence the high morale of teachers.

- Professional standards:

  Uniform standards all over Scotland are maintained by the profession. Unqualified teachers have been replaced by graduates. Probation forms part of the national system of the supply of teachers.

- High standards of professional training:

  This is brought about by a rigorous selection process, relevant course content, searching course evaluation and more structured school placement of prospective teachers.

- Professional voice:

  The GTC for Scotland serves as a voice of the teaching profession, consulted by government on major professional issues.

Sutherland's paper referred to above, demonstrates the importance of recognizing the capabilities of educators in advising the ministry of education for Scotland on the appropriate qualifications, training, and standards of entry to the profession and the supply of educators. When educators' capabilities and contributions are recognized, and the educators are involved in matters relating to their profession, their status is enhanced.

The role of the SACE in South Africa as discussed elsewhere in this thesis including paragraph 3.2.2 should also be seen in the light of the Scottish GTC.

The comments about the function of the GTC suggest the underlying principle of the professionalisation of teaching.

From Sutherland's paper it appears that the GTC for Scotland attracted the attention of other countries regarding the role of similar structures. It is necessary to refer to examples of international interests (global trends) in the establishment of a professional council, which include the following:

- England and Wales, which abandoned the idea of a professional council in the 1970s due to union rejection, have now resuscitated the interest.

Although the idea of establishing a professional council was abandoned in the 70's, Wales currently has a General Teaching Council for Wales. The latter receives a budget of over $1.m for continuing professional development projects from the Welsh Assembly. Responding to some questions regarding training of teachers, Jane Davidson replied as follows: "We are committed to ensuring that all teachers in Wales have the opportunity to fulfil their potential …. I have made a further $5.m available for the coming year 2002/2003." (Education Parliamentary Monitor. 3/18/2002 p.61). This emphasizes the observation that the role of professional development in the improvement of quality education cannot be adequately emphasized.

- Although the joint initiatives of the Republic of Ireland and Northern Ireland collapsed earlier owing to lack of support, it is observed that the Republic of Ireland has launched a fresh initiative.

From the above discussions it seems evident that teacher unions and government have had serious disagreement regarding the establishment of councils. It would appear that different perceptions exist regarding roles and other related matters. However, the current interest in

establishing councils suggests that there is an emerging mutual understanding of the importance of such bodies internationally.

Reference is also made to the teachers' Federal Council of South Africa, now abolished, which was an earlier attempt to model the teaching profession along the lines of the GTC. However, it was mainly for white teachers. The SACE has been established as a legitimate council to deal with the welfare of all educators irrespective of race, colour, language or religion.

Other initiatives include the New Zealand Board of Teacher Registration, a voluntary body as well as those mentioned below.

The lessons learned from the GTC include the fact that the professionalisation of the education profession is now an international trend. Sutherland (in the Department of Education Management, 2000:109) observes that governments seem to:

- Accept that the teaching profession has the capacity to manage its own affairs.
- Recognise that standards in the education profession can only be enhanced by its practitioners and not by external forces.
- Agree to share power with the profession.

There is also a need for similar requirements with regard to senior education managers. Senior education managers in education have a mammoth task to ensure that the status of the education profession is improved by doing everything possible to protect the good values to be promoted. According to Futrell (1991:22) "... quality assurance and control require that organizations" such as the GTC in Scotland, the Ontario College of Teachers, the British Columbia College of Teachers in Canada and others, "should work in concert to oppose efforts to dilute or lower standards within the teaching profession." This indicates that the employment of unqualified teachers has raised concerns in countries where this practice prevailed. This lesson is essential for the provision of management development in South Africa.

Quality assurance measures in Ontario are put in place by means of the development of what is called "The Standards of Practice for the Teaching Profession", adopted and approved by the Council of the Ontario College of Teachers on 19 November, 1999. These standards comprise profound statements of practice, *viz*: Commitment to students and student learning; professional knowledge as foundation of teaching practice; teaching practice as the application of professional knowledge and understanding of the context of student learning, leadership and community. This requires of the educator to create and sustain communities in the workplaces.

The justification of the continued utilization and retention of unqualified teachers in South Africa requires urgent close study, seeing that this may not guarantee quality teaching. This is also true of the appointment of senior managers without professional preparation.

Appointing a senior education managers without professional preparation means appointing an incumbent who does not meet the minimum requirements for the position of a senior education manager. This may include lack of relevant or related experience (i.e. management in public or public sector, NGO, etc.). The incumbent may be without minimum qualifications or training in management. Appointments of this nature may bring about very disastrous management repercussions if not accompanied by relevant capacity building in the form of workshops.

3.2.2 Professional autonomy or right to self-determination

The organized teaching profession is able to exercise control over its members. It is, however, necessary to note that some improvement is required with regard to the professional control role in the teaching profession in South Africa. Spies and Van Zyl as cited in Oosthuizen *et al.* (1992:92-95) argue that when a society to whom a professional service is rendered is convinced that a specific service is indispensable, that profession is awarded certain authority and privileges. This emphasizes the process whereby organizations acquire their autonomy.

In the beginning of this section (3.2.2) reference has been made to professional autonomy or self-determination. Development of professional autonomy or self-determination is brought about by the ability of the profession to put in place its own control measures.

It may be necessary to emphasize that putting in place any control measure should not be regarded as the only thing that will ensure professional autonomy. What is of great requirement is the ability of the profession to apply/implement the formulated measures to actually ensure compliance with "the rules of the games", regarding professional matters.

The Ontario College of Teachers is a self-regulatory body for the teaching profession which is required to articulate the essence of its existence (Ontario College of Teachers, 1999:1). The essence of the existence of the teaching profession is its ability to adhere to service standards or the standards of practice as it is called in Ontario. The Standards of Practice for the Teaching Profession as developed by the Ontario College for Teachers describe what it means to be a member of a teaching profession. Its major focus is quality assurance in the teaching profession.

The operations of the Ontario College of Teachers are thus based on the provisions of the Standards of Practice for the Teaching Profession, which have the following key elements:

Commitment to students and student learning, professional knowledge, teaching practice, leadership and community and on-going professional learning. This means that the above serves as a yardstick against which the success of the Ontario teachers' body is evaluated.

The Standards of Practice for the Teaching profession were developed to support the following principles:

- The standard of practice describe the skills, knowledge and values inherent to the profession which include goals, aspiration and fostering of student learning through a variety of roles in education.

- Standards of practice are reflective of the beliefs and values expressed by the participants in the development process. The participants should recognize the contribution which is made by the teaching profession to society. The participants are required to emphasize the need to ensure accreditation of programmes by the college.

  In their professional duties Senior Education Managers are expected to have the required skills, knowledge and shared values of the educators they supervise.

- The standards of practice recognize and value diversity in teaching. By recognizing diversity at workplaces, senior education managers will know that a wide range of management styles will be required to deal with and benefit from the diversity of experiences and cultures at workplaces within the South African context.

- The standards of practice are based on the premises that personal and professional growth is a developmental process that enable senior managers to move through a variety of career stages in life. This means that these standards provide a framework for an on-going professional growth through learning programmes that are designed according to, and to meet the needs of education managers at all levels (Ontario College of Teachers, 1999:3).

The development of the Standards of Practice and the Ethical Standards for the Teaching Profession in Ontario is one of the indicators of having established some control measures for professional control to ensure professional autonomy and self-determination.

As a self-regulating body, the Ontario College of Teachers developed the Standards of Practice for the Teaching Profession to serve a range of purposes including the following:

- To focus on the responsibility of the teaching profession to enhance student learning.
- To clarify knowledge, skills and values required in the teaching profession.
- To provide a common understanding of what makes "being a teacher" a unique profession.
- To provide a basis for on-going professional and personal growth.
- To represent the aspiration and goals of the teaching profession.

- To enhance the dignity of the teaching profession.

- To acknowledge the contribution of the teaching profession to its community (Ontario).

- To assist the College in fulfilling its mandate to govern the practice of teaching in the public interest. (Ontario College of Teachers, 1999:4)

The purpose for which control measures were put in place in Ontario is important for understanding the reasons why it would be necessary to establish similar professional control measures for senior education managers in South Africa.

The purpose for which standards of practice are developed also has to do with enhancement of the status of a profession as well as the integrity and dignity of its practitioners.

A detailed exposition of the status of senior managers in education has been discussed in Chapter 4.

Van Vuuren (1984:44) also highlights the following indicators of professional autonomy:

- Control of certain aspects of training

- Control of professional registration

- Control of the conduct of practitioners within the profession

What has been said suggests that organizations earn their professional autonomy if there is sufficient evidence and conviction that they indeed provide a service to the public. If a profession renders worthwhile service, and there is demonstrable dedication and commitment on the part of the profession to render such good service to the public, the latter develops confidence and trust in the capacity of the profession for self-determination and control, and thus quality assurance.

The conditions for the recognition of professionalisation and the professional status of a profession have been captured above. This point has been captured by Wilenski as cited by Prinsloo and Beckmann (1988:326) as discussed in paragraph 3.2.4 and 4.2.1. Steyn

(1991:125-128) in his inaugural address as professor, discusses the characteristics of a profession. The key issues include recognition and acceptance of the specialized knowledge individuals in the profession should have. It calls for public conviction that such a group possesses knowledge to warrant the granting of professional autonomy. Accordingly, Steyn (1991:128) states that:

> "Deur middel van 'n etiese kode wat wetlike sanksionering het, verkry 'n professie outonomie ingevolge die beoefening van dienslewering met verantwoordbaarheid teenoor die klient."

This means that through a Code of ethics a profession acquire its autonomy regarding the execution of duties with responsibility in relation to the clients. The establishment of a Code of ethics for the Ontario Teaching Profession has been discussed in section 3.2.3. This code serves as an example of a statement of purpose why a code of ethics exists.

While sources reveal that autonomy is one of the characteristics of a profession, there is also an acknowledgement of the fact that no profession can be completely autonomous. This point is highlighted by Van Tonder as quoted by Oosthuizen *et al.* (1992) and Landman, Mentz and Möller (1982:95). Landman *et al.* (1982) observe that state schools under the supervision and control of the state are not autonomous. They also suggest that the profession be entrusted with the responsibility of providing education service to the public.

The Education Labour Relations Act (Act 147 of 1993) provides, in Section 6, for the establishment of a national registration body for education, *viz.* The South African Council for Educators. Article vii of Resolution 4 of the Education Labour Relations Act published in the Government Notice No. R1804 of 17 October 1994 refers to the powers and functions of this professional council. In terms to the said Government Notice, the Council has the authority to:

- Determine minimum criteria for the professional registration or provisional registration of employees as defined in Section 1 of Act 146 of 1993.

- Keep a register of employees as defined in the Act and of every other person who complies with the minimum criteria for the professional registration or provisional registration referred to above.

- Establish a code of conduct for employees as defined in Section 1 of Act 146 of 1993.

- Establish a fair and equitable disciplinary inquiry procedures and appoint a disciplinary committee of the council to perform those functions assigned to it in terms of such disciplinary inquiry procedures.

- Determine the nature and extent of disciplinary measures that the council may take against an employee or former employee registered with the council and found quilty of a breach of the above-mentioned code of conduct. Such measures may include, but shall not be limited to, an order that the name of the accused be struck from the register referred to above.

- Determine compulsory monthly fees payable to the Council.

The Code of Conduct drawn up by SACE will empower the profession to regulate itself with great accountability. Such a code of conduct determines the ethical grounds for the educator's relationship with the community, other colleagues, the teaching profession, the employers and the Council as cited by Conradie in De Groof *et al.* (1998:84).

In conclusion, it is essential to stress that professional autonomy demands accountability. This suggests that accountability in the practice of one's profession is an important requirement for professional autonomy.

3.2.3 Developing and maintaining a clear professional ethical code of conduct

The Council of the Ontario College of Teachers approved their ethical standards for the teaching profession on the 8 June, 2000. The overall purpose of ethical standards statements are the following:

- To clarify the ethics of the profession.
- To inspire the quality of behaviour which reflects the honour and dignity of the profession.
- To encourage and emphasize those positive attributes of professional conduct which characterize strong and effective teaching.
- To enable the profession to declare itself publicly accountable.

In a nutshell, the Ontario College of Teachers regards the teaching profession as playing the role of fostering the growth of dedicated and competent educators who must uphold the dignity and honour of the profession through their practice.

From the article cited above on the "Ethical Standards for the Teaching Profession it is stated that the ethical standards combined with the standards of practice serve as a foundation for accredited pre-service and in-service programmes for teachers in Ontario. The standards of practice for the Ontario teachers have been discussed in section 3.2.2.

Prinsloo and Beckmann (1988:326) state that an important phase in the development of a profession is the establishment of its own professional council, which will enable the profession to watch over training, registration and professional discipline. The establishment of SACE fulfils the requirements mentioned above (paragraph 3.2.2) with regard to the teaching profession in South Africa.

Although various authorities referred to in paragraph 3.2 have described what they regard as characteristics of a profession, it is also important to examine Wilenski's view as cited in Prinsloo and Beckmann (1988:326) on the distinguishing features of a profession. Legal monopoly and a code of conduct are regarded as the key features of a profession.

According to Wilenski as quoted by Prinsloo & Beckmann (1988:326), a legal monopoly is given to a profession if it is seen to be, or is fit to conduct its business in the public interest. In short, the profession will be required to demonstrate a spirit of public service. If this is not seen to be prevailing, the public may not accord the profession concerned the respect or honour which is normally accorded to professions whose business is acknowledged as service to the public. This point has also been highlighted earlier in paragraph 3.2.2.

The second feature (i.e. having a code of conduct) serves as an indicator that the group of practitioners are willing to or actually undertake to render a public service. Prinsloo and Beckmann (1988:326) further point out that a code of conduct gives assurances regarding the rendering of service. This means that a body of professionals without a code of conduct will be without direction regarding its welfare and that of its clients and its disciplinary requirements.

Pound as cited by Prinsloo and Beckmann (1988:326) argues that "... by a profession we mean more than a calling which has a dignity." He further states that the term "profession" refers to a group of men pursuing a learned art as a "common calling in the spirit of public service". Pound's view concurs with that of Wilenski regarding the main objective or clientele for which the profession should be seen to exist. The "spirit of public service" is the criterion of the basis of which the business of the group of people is evaluated.

The SACE Code of Conduct is, by its nature and focus, an indication that the education profession has capacity to conduct its professional business in a manner that effective service delivery will be guaranteed. The code of conduct will be further discussed below.

It is important to refer to Steyn's view (1991:128) on the role of an ethical code in the professionalisation of the education profession. He refers to Pitout's interpretation of an ethical code which guides members of a profession and serves as rules for the profession regarding how the members should carry out their duties as well as how they should conduct themselves. Sockett as quoted by Steyn (1991:128) argues that through a code, accountability to the client is guaranteed (see also paragraphs 4.2.1 and 4.2.2).

Earlier in this section, reference was made to the purposes of ethical standards for the teaching profession for Ontario. It is important to emphasize that ethical standards serve as a means for professional control of teachers by defining mainly their relationship with their direct clients (i.e. learners and other relevant stakeholders emphasize the importance of a healthy relationship between teachers and learners regarding respect, impartiality of treatment, maintaining confidentiality of information affecting the learners, adherence to and providing a model regarding the cultural, spiritual values, freedom, social justice, democracy and the environment, sound relationship with parents, co-operation with other agencies, compliance with the Act and regulations). It is clear that adherence to the above ethical standards will improve the senior managers sense of professional understanding.

A body of professionals eventually aspires to have a code of ethics as a mechanism for professional control. A code of ethics for profession standardizes the professional practice and interaction of its members. It has a regulatory effect on the interaction of members and the public. The regulatory effect is brought about by the fact that individuals accord respect to one another's rights in work situations. In this way the possibilities of mutual exploitation and malpractice between the practitioner and the client are minimised.

According to Möller as quoted in Landmann *et al.* (1982:250) a prescribed code of conduct protects both the practitioner and the client. This view is also expressed by de Witt (1981:15) who observes that a code of conduct protects the practitioner and the public as well as the reputation of the profession.

Oosthuizen *et al.* (1992:95) observes that a professional ethical code usually provides for "ideal conduct" as well as the reputation of the profession in terms of:

- The execution of the duties of a profession
- Collegial relationships
- The relationships between the profession and its clients

In this sense it may be asserted that defining relationships enables a profession to exercise effective control over its affairs. In that way the teaching profession may enjoy appropriate autonomy.

The most important element of a code of ethics is the inculcation of a spirit of professional growth rather than a tendency to negatively eliminate members from the profession. The encouragement of teachers to adhere to the provisions and requirements of the professional code of conduct constantly guarantees the development of a professional approach in the teaching profession.

- The powers and functions of the South African Council for Educators contemplated in Article vii of Resolution 4 of the Labour Relations Act (Act 146 of 1993) are described as follows: "The council shall establish a professional code of conduct for employees as defined in Section 1 of Act 146 of 1993".

In short, it may be asserted that the formulation of a professional code of conduct is one of the most important obligatory steps in enhancing the professionalism of an organization.

Van Vuuren (1984:45) argues that a professional person is afforded a valid guide for everyday conduct by induction courses. This may be one of the most effective ways of introducing new teachers to their lifelong career.

The difference between professions and non-professions does not appear to lie in the absence or presence of the characteristics of a profession but rather in the degree, extent or intensity to which they present themselves in a given profession.

The registration of teachers with the SACE before they are appointed to a teaching post entitles the teacher to be on the list of licensed educators. Breaching the provisions of the Code of Conduct may lead to the striking of the name of the offender off the register. This implies that such an educator would cease to practice as an educator.

With regard to the underlying interests in the disciplinary process, Prinsloo and Beckmann (1988:327) observe that emphasis is placed on the following:

- The interest of the community

  The child's interest should enjoy top priority. There should be demonstrable evidence that service is rendered in the interest of and for the benefit the community being served.

- The interest of the profession

  This suggests that the teacher as an individual has certain rights and dignity. In terms of the Constitution (Act 108 of 1996) every one has inherent dignity and the right to have such dignity respected and protected. In a discussion of the characteristics and status of recognized professions, Van Wyk (In Bondesio *et al.*, 1989:147) highlights what he regards as the cornerstone of professionalism, *viz.*

  * professional training
  * professional task performance
  * professional conduct
  * professional control

Bondesio (in Prinsloo & Beckmann, 1988) emphasizes that professionalism finds concrete expression in the practice of a profession. Further to this he argues that "Die beroep word professioneel op grond van die voldoening aan professionele eise deur die beoefenaars van die beroep." This means that a profession becomes professional if it satisfies or meets the needs of its practitioners. It is stated that each profession has a particular status and image in the community. Professional status is said to be determined by the law.

Apart from complying with various criteria contained in the characteristics of a profession, professionals should:

- Conduct their professional business according to acceptable methods.
- Remain scholars (life-long learners) if they want to maintain professional quality.
- Develop a self evaluating and monitoring mechanism.

The above points, if adhered to, may add value to the maintenance of professionalism in the education. Senior education managers are required, like any other professionals, to uphold the good image of their profession.

3.2.4   A true profession offers its practitioners a vocation and full career opportunities

The professional identity and integrity of senior education managers require protection. This has a better chance of ensuring more recruits becoming interested in this profession and preventing those who are not only unsuitable for, but who are merely taking education as a last resort after failing to enter into their preferred career choices. It must be emphasized that professional security has a better chance of ensuring productivity and career satisfaction. A profession that offers professional security and stability has better chances of retaining the best recruits.

Senior education managers, as practitioners, aspire to have security, opportunity for professional growth and developments, on-the-job-training and promotional prospects. If they have assurance that their profession offers these, they will truly feel that they have chosen a career with professional fulfilment.

The Scottish model of the professionalisation of teachers in terms of the General Teaching Council Art of 1965 is an indication of how seriously the teaching profession is taken in that country.

3.2.5 In-service training

In-service training focuses on specific skills or competencies required of performance of certain tasks, whereas professional development focuses on broad issues as indicated below and clarified in 1.7.1.

According to De Witt (1981:15) practitioners have a special responsibility to remain abreast of developments in their respective professions for efficient service and general professional growth. This is possible with in-service training.

In some countries like the USA, attendance of courses while in employment appears to be a compulsory condition of service for efficient service educators. Other forms of staff development include participation in educational trips, professional societies, educational literature and experimentation with modern teaching methods (De Witt, 1981:15). Senior education managers would be required to attend relevant management courses identified through a process of needs analysis and specifically tailor-made to address their respective needs.

In his article "Reflections through the looking glass ...", Bolton (1999:193) argues that through the examination of practice, professionals can improve understanding, knowledge, skills and therefore delivery. A reflective practitioner can lead to professional development and decrease stress by encouraging problem-solving through discussion. Through writing as a reflective practitioner, a professional may be engaged in explorative and expressive learning. It can lead the practitioner to perceive a need for change in the world, relation and attitude to it, and to seek to change the attitude of others. This is important for professional development.

In some cases those who aspire to take up promotion posts sometimes have to undertake further studies. It is important to note that short courses which have been designed to meet, and are based on, the immediate needs of the senior education manager, are more effective and more designed to realize the short-term object than undertaking long-term in-service training by means of academic qualifications. One of the major recommendations of the Tasks Team

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on Education Management Development focuses on the importance of "developing people at all levels of education service" (Department of Education, 1996:28) to enable senior education manager to develop the required competencies.

Writing about the purpose of education management, the Task Team on Education Management Development (Development of education, 1996:28) observes that Education Management Development seeks to build the capacity of the system, beginning at school level to effect transformation in terms of improving the quality of teaching and learning.

They further suggest that real management development should cover the three main elements indicated in paragraph 1.7.1. This means that the in-service training of senior managers should be approached holistically.

Oosthuizen *et al.* (1992:93) observe that systematic and continuing research creates a propensity for evaluating the current system and identification of procedures which are regarded as redundant and require replacement.

Oosthuizen *et al.* (1992:94) further refer to the fact that the1981 HSRC Report on Education Provision recommends in-service training as a method of upgrading teacher qualifications. The extent to which education practice in South Africa complies with this requirement can be determined from a number of indicators, some of which are listed below:

- The impact of publications of research reports on education by the HSRC over the past years. Are recommendations from this report implemented? To what extent are recommendations implemented?

- The training of practicing teachers over the past years by the colleges of education of South Africa and other institutions for further training. Have the entrance requirements to, and duration of, teacher training been revised in the light of the HSRC report?

- The training of aspirant teachers by colleges and university faculties of education in a variety of specializations.

- Research into education undertaken by numerous education departments with regard to their own respective activities.

It seems that the 1981 HSRC Report referred to by Oosthuizen *et al.* (1992:94) emphasizes the upgrading of qualifications through in-service training. In order to derive maximum benefit from in-service training, emphasis should be placed on what managers will be able to do after attendance of the courses. This means that the courses they would be required to attend should be carefully identified through appropriate needs analysis.

This research agrees with Van Vuuren (1984:42) in his observation that, for research to be of value, it must be directed at facilitating more effective teaching or a more effective education system. It may also be said that effective management may contribute to effective learning and education. It should enable managers to have skills that are required for assisting and guiding educators to provide effective learning.

From the above discussion it may be asserted that there is demonstrable evidence that most of the authors are in agreement on what is regarded as the common characteristics of a profession. The point emphasized here is that no profession may claim full professionalism because of the fact that not all characteristics are equally emphasized in a given profession.

Sutherland (in De Groof *et al.*, 1998:208-210) provides an international perspective on the professionalisation of teaching over and above the characteristics of a profession discussed above. Sutherland presents the following trends:

- Enhancing the professional standards by enforcing a uniform national system of probation as a tool for quality assurance and control.
- Raising professional status. Recruitment is done through the involvement of professionals.

- Professional self-government which also includes partnership/power sharing with government or other bodies regarding issues affecting them.
- Independence and financial self-sufficiency.
- Voice of the profession as a whole or not just for party-members only as in the case of unions.
- Clear system of elections guided by consensus as a way of arriving at agreements.
- A distinction between a union and a profession.
- Rigorous training for selection and recruitment.

The following paragraphs deal with the desirability of professional development.

3.3 THE DESIRABILITY OF PROFESSIONAL DEVELOPMENT FOR SENIOR EDUCATION MANAGERS

3.3.1 Introduction

Human resources development (HRD) is one of the major transformation objectives contemplated in the White Paper on the Transformation of the Public Service (Department of Public Service and Administration, 1998:4). It seeks to bring about effective capacity building, empowerment of staff, skills-based training, and growth in the output of staff as well as fast tracking for affirmative action and growth in the quality of HRD. The professional development of senior managers in education should therefore be seen in the light of the need for effective HRD in South Africa as indicated above. Therefore any form of capacity building should take into account the context of human resources development.

Professional development of Senior Education Managers is desirable for the improvement of effectiveness in the performance of their duties and responsibilities.

Van Dyk (in Gerber *et al.*, 1998:19-20) refers to efficiency and effectiveness as the two cornerstones of organizational success. This means that the success of an organization is the result of its efficiency and effectiveness. Efficiency is defined as "doing things the right way"

Effectiveness means "doing the right things" (Van Dyk, ibid). This means that achievement of organizational goals is mainly facilitated by the appropriate utilization of resources, such as human resources, money, infrastructure, etc.

Carrell *et al.* (1997:123) give the same definition of "efficiency" and "effectiveness" as that given by Van Dyk (in Gerber *et al.* 1998) as cited above. In addition, they assert that effectiveness and efficiency are the major components of productivity. Productivity can be guaranteed by effectiveness and efficiency of an organization.

Stephen Covey (1998:18) defines effectiveness as the balance of two things, e.g. production, i.e. producing the desired results (P) and production capability (PC), i.e. maintaining, preserving and enhancing the resources that produce the desired results (PC). According to Covey effectiveness in organizations is achieved by maintaining a balance between production and production capability. To ensure effectiveness of senior education managers requires appropriate interventions as will be discussed later.

3.3.2 Principles of developmental appraisal

The introduction of a new development appraisal system in South Africa aims at facilitating the personal and professional development of educators in order to improve the quality of teaching practice and education management. This system is based on the fundamental principle of lifelong learning and development (Department of Education, 1996:3).

The developmental appraisal system discussed in this paragraph does not suggest appraisal is professional development itself. But a step in identifying the gaps which would be addressed by any professional or staff development program designed for that purpose. This suggests that prior to any course design, an appraisal of strengths and weaknesses will be required. This will then guarantee the provision of relevant interventions to the personnel in question.

The discussion of the principles on the basis of which the development appraisal system was introduced aims at adding value to the understanding of the point of departure if and when

planning provision of professional development courses. It should be clear that the application of a developmental appraisal system should provide course design for professional development. The principles for an appraisal system will now be discussed.

The guiding principles on the basis of which the developmental appraisal system was introduced, include the following:

1. The process of appraisal should be open, transparent and developmental.

2. The appraisal of educators is designed to entrench strengths, develop potential and overcome weaknesses. It is developmental and it depends upon continuous support.

3. It should always involve relevant academic and management staff.

4. It should be inclusive of stakeholders, and educators should be trained to implement the system.

5. Educators should be informed of all aspects of the appraisal process so that they may take the initiative in conducting the process.

6. Prompt feedback by way of discussion and written communication to the appraisee forms part of the indispensable elements of appraisal.

7. The appraisee has the right to have access to and respond to the appraisal report – the *audi alteram* rule should apply.

8. The appraisal instrument should have appropriate (appraisal) criteria to appraise the nature and level of the work performed (Department of Education, 1996:60).

These principles suggest a total paradigm shift from the past regarding the nature and purpose of an educator appraisal. Emphasis in educator appraisal in the past was more fault-finding

than on an opportunity for identification of educator's strengths and areas requiring improvement. The motive for introduction of this appraisal system is developmental rather than being destructively judgmental.

This is also true of senior education managers who are required to have skills that will enable them do their duties effectively and efficiently.

The guiding principles discussed above are based on three basic philosophical imperatives, namely:

- Democracy
- Transparency
- A developmental orientation

It should also be noted that issues of openness, involvement, inclusiveness, informing the appraisee of all aspects of the appraisal process (principle 5), providing feedback to those being appraised (principle 6) and affording the appraisee an opportunity to have access to and respond to the appraisal report (principle 7), are practical examples of transparency which ensure accountability and democracy in education administration.

Adherence to principle 5 (informing the appraisee of all aspects of the appraisal process) and principle 6 (providing feedback to those appraised) is required in order to be compliant with section 32 of the Constitution of 1996, according to which everyone has the right of access to information held by the state and to information held by another person which is required for the exercise or protection of any rights.

In addition to the above observation, adherence to all principles would be an important step to giving effect to the provisions of Section 33 of the Constitution of 1996, according to which everyone has "... the right to lawful, reasonable and procedural administrative action, and the right to be given written reasons when your rights have been adversely affected" (Rautenbach and Malherbe, 1999). This is true of an appraisal process which involves and affects a person'

career, rights and dignity. What is also important is the right to know what is said about one's strengths and weaknesses to determine where there is still a need for improvement. This includes knowledge of the criteria used in appraising the work of educators.

When senior education managers conduct development appraisal regarding educators, they are required to ensure that the principles discussed above are applied correctly. This is also true when senior education managers are appraised.

A senior education manager as defined in paragraph 1.7.3 also report to somebody senior to him/her. He/she may be in the rank of a director, chief director, deputy director-general or a director-general. It is logical that the latter is responsible for appraising the official who is in his/her charge. Appraisal may take place at any time during the course of the year depending on the determined developmental plans. Basically appraised takes into account the job-description of a given official and that the supervisor has agreed with the respective officials in terms of the agreed objectives.

The significance of the appropriate application of and adherence to the principles in the appraisal process as described above, includes the following:

- It encourages team spirit and collaborative approach to the appraisal process.

- The appraisee has an opportunity to make an input in the appraisal process which will deepen his/her understanding of his/her service delivery.

- The appraisee gains confidence in himself/herself as a professional as he/she sees himself/herself as a partner on the panel of the appraisal team.

- This approach ensures there is fairness and legality in the execution of this administrative activity. This is more so because senior education managers do not have a duty only, but also a right to good conditions of service and professional development.

They are required to uphold, promote and implement democratic principles in the performance of their professional duties and responsibilities. In the application of the developmental appraisal system in their regions or the head offices of their respective education departments, senior education managers are required to ensure that it is in keeping with other processes of democratization and transformation. Senior education managers, like ordinary school educators, need developmental appraisal systems that enable them to know their strengths and weaknesses which constitute a point of departure towards empowerment or capacity building or the acquisition of the relevant requires skill.

When one gets a feedback on quality input, and one receives appreciation from one's supervisor, one develops confidence in what one is doing. This enhances the level of motivation. Senior education managers have a right to motivation in their work.

It may therefore be stated that the transformation of structures and systems in education is part of the broader institutional transformation of all aspects of life in South Africa. This transformation process seeks to have a fully transformed society, whose interactions are based on the provisions of the constitution of this country.

Before a full exposition of the aims and necessity for a professional development is given, it is necessary to deal with the assumptions underlying the design and provision of a programme of professional development.

The Task team for EDM (Department of Education, 1996:33) holds the view that education management development cannot be equated simply to a focus on school principals or school inspectors. They maintain that the EDM must embrace three elements, *viz.* development of managers, of management and of the organization as indicated in paragraph 1.7.1 of their report. This view suggests that, for professional development to be effective, it is desirable to adopt a holistic view when professional development needs are analyzed.

3.3.3 Assumptions

Van Kradenburg (1993:128) refers to the relationship between the concepts *staff/personnel development* and *in-service training*. He observes that personnel development and in-service training produce professional growth and development, although slightly different in terms of scope of coverage. Van Kradenburg further states that in-service training makes use of systematised methods and procedures for growth and development. In-service training therefore focuses on short-term objectives.

On the other hand, staff development focuses on organizational growth and development of long-term goals – it is therefore less specific.

Cawood and Gibbon (1985:18) provide the following assumptions regarding staff development:

i. Professional development does not cease once he/she leaves university or college and enters his/her first teaching post. This assumption is supported by Burke in his observation that the teacher education has expanded beyond the scope of four years of pre-service preparation, followed by forty years of in-service teaching (Burke, 1987:vii). He further argues that the professional growth of a teacher is a career-long process of development, beginning with undergraduate studies and culminating in retirement. Throughout a career in education a senior manager experiences a continuous need for professional development at different stages, e.g. during promotion, when there is a change in legislation or introduction of new trends. This suggests that senior education managers experience different developmental needs at different times in their professional lives.

The purpose of the establishment of the Standards of Practice for the Teaching Profession in Ontario is to "provide the basis for ongoing personal and professional growth ..." (Ontario College of Teachers, 1999:4).

The above arguments emphasize that continuous professional growth of senior education managers is required.

ii.   The accumulation of years of management experience does not necessarily stimulate the professional development of senior managers. Development takes place when the jobs of individuals confront them with what they do not know and have not yet mastered. The practising of new skills and techniques in numerous skills for effective management of education includes *inter alia* people skills, negotiation skills, financial management skills, project planning, implementation, evaluation, generic planning, organizing, control skills and many others,

iii. Staff development must be preceded by a situational analysis, such as a needs assessment in order for the design to be based on existing needs. This suggests that the imposition of a programme without a proper needs assessment and involvement of participants is likely to be ineffective.

iv.   Every manager/leader must understand that the development of subordinates is one of his/her important responsibilities. According to Cawood and Gibbon (1958:19), staff development is a long-term, never-ending and non-linear process for teachers and educational leaders at all levels. Short and well-structured management workshops targeted at the improvement of certain skills are always effective.

v.   Staff development in education must be changed and be innovation-oriented (Cawood and Gibbon, 1985:19). This suggests that staff development must seek to bring about a change in management style and promote innovation in the leaders. This has a bearing on the improvement of the management capacity of senior education managers. Senior education managers need management training in order to improve their professional capabilities.

vi.   Staff development must incorporate systematic formative and summative evaluation to assess the short- and long-term effects thereof on teaching and learning in

schools (Cawood and Gibbon, 1985:19). Frequent evaluation ensures that development occurs as quickly and smoothly as possible with a minimum of personal and institutional side effects. Without such monitoring, quality and efficiency cannot be ensured.

The Task Team on EMD (Department of Education, 1996:38) advocates a holistic approach to education management development. A holistic approach means a comprehensive or total view.

vii.   All development is basically self-development. This institution provides a climate and opportunities for personal and professional growth, but individuals should accept responsibility for their own development. Feedback on strengths and weakness serves as indicators for success as well as performance needs.

viii.   Cawood and Gibbon, 1985:19 observe that specific objectives must be formulated as guidelines for the implementation of staff development and as a basis for evaluation. This point has relevance to the question of monitoring discussed in (vi) above.

ix.   Cawood and Gibbon 1985:19 further observe that staff development programmes must be appropriate to the educational philosophy and policy of the community concerned. Senior education managers should be empowered with relevant management skills in general and the ability to deal with workplace conflict in particular.

x.   The desirability of professional development is also based on the assumption than in every career or profession certain performance demands exist which must be met by each practitioner.

Such demands exist in the teaching profession as well. According to Burke (1987:3-4), each person who enters the teaching profession and hopes for a

successful career in education must have a desire to meet the demands of performance, *viz.* constancy of purpose, alertness to opportunities and insight into the variability of settings. Every senior education manager has a better chance of achieving professional success if he/she does not only have goals, but also has the ability to pursue them.

With the coming into operation of new Public Service Regulations in July 1999, all senior managers from director upwards are required to sign a performance contract on the basis of which their work will be assessed.

Knowledge of goals will enable the practitioner in the education profession to establish the validity and constancy of some of these goals. This knowledge will enhance the attainment of successful levels of management. This will be discussed in more detail in paragraph 3.7.

This study aims at investigating the rights and responsibilities of senior education managers concerning their professional development. If they know their roles, rights, responsibilities and constantly seek capacity building for professional duties, their status will be enhanced.

3.4 AIMS AND FUNCTIONS OF PROFESSIONAL DEVELOPMENT

Having discussed the principles and assumptions of professional development, it is essential to turn to the aims and/or functions thereof. Bruce as cited by Dean (1993:7) states that professional development fulfils three functions, *viz*:

- To provide adequate systems of in-service training.
- To provide support for schools that will enable them to fulfil their programmes.
- To create context in which teachers are enabled to develop their potential. In the case of senior education managers, they will be enabled to develop their management capacity.

According to Cawood and Gibbon (1985:15) in-service education aims at promoting the professional growth of educators so that they may teach more effectively and be exposed and

respond to change and innovation. This emphasizes the importance of improving the management performance of senior education managers. If senior managers are exposed to courses which focus on the improvement of management skills, the quality of education provision may be improved. The skills referred to include, *inter alia*, negotiation, planning, organizing, leading, supervision control, financial management and many others.

According to Calitz (1990:291) the in-service training of teachers aims at their career and professional development. He further observes that every educator is not only entitled to in-service education, but also has a personal obligation with regard to his/her own career development. Calitz (1990:291) also refers to the importance and the necessity of in-service training and career development of educators as contained in Circular 19/1989 on in-service training of the Department of Education and Culture which stipulates that:

Indiensopleiding is nodig om onderwysers beter toe te rus vir die taak waarvoor hulle volgens hulle huidige pligstaat verantwoordelik is. Loopbaanontwikkeling is egter ook nodig, veral diegene wat oor nodige intrisieke motivering en taaktoewyding beskik. Mense wat bewys lewer dat hulle oor die wil en persoonsmoontlikhede beskik om groter verantwoordelikheid te aanvaar, moet die geleentheid kry om toepaslike ervaring op te doen en die bestuursvaardighede te bemeester wat nodig is om die hoogste sport volgens loopbaanmoontlikhede te bereik (Department of Education and Culture, 1989:3). A simplified translation of the above statement is given below.

This means that in-service training is required in order to equip senior education managers for their task for which they are currently responsible. Career development is actually necessary, especially for those who possess intrinsic motivation. People who show that they have the will and potential to accept greater responsibility, should be given the opportunity to acquire relevant experience and master the management competence required for the achievement of highest career possibilities. Some of the skills required by senior managers have been highlighted above. It may be necessary to add a few which include inter-human relations, communication, workplace assessment and appraisals and many other.

The above reference emphasizes the importance of formulating and stating a policy position with regard to the role of in-service training in education for senior manager. The above observation suggests that senior education managers' professional development should form part of the developmental plans of the department.

The Task Team for EMD (Department of Education, 1996:33) observes that education management development focuses on the school, the staff and other relevant stakeholders. This is a holistic approach to education management development.

This researcher agrees with Calitz (1990:292) in his observation that "... gedagte beklemtoon [word] dat elke onderwyser geregtig is op indiensopleiding, maar dat loopbaanontwikkeling deur die onderwyser 'uitgepresteer' moet word." The above statement suggests that career development is largely the responsibility of educators themselves. This requires that senior education managers should have a vision about their career development.

The above observation suggests that while in-service training is a requirement set by an education department for the professional development of educators and other education officers, it is required that senior education managers should be personally obliged to engage themselves in life-long professional development, growth and integrity (see paragraph 2.5.4). Reference is also made by Calitz (1990:292) to the determinants of in-service training and career development. He argues that if the quality of teacher training is improved, it is likely that it may improve the quality of education as well.

The desirability of in-service training and other professional and career developmental programmes rests on the premise that pre-service training, however long its duration may be, cannot fully equip the teacher for the ever-changing education requirements and methods.

Research conducted by Weinstein refers to what Calitz (1990:292) calls "... die probleem van praktyk skok [reality shock]", which is commonly experienced by newly appointed individuals during induction years. This is also true of newly appointed senior education managers. In

education, newly appointed senior managers also experience reality shock or anxiety due to uncertainty of a new situation.

According to Weinstein as cited by Calitz (1990:292), the greatest problem of the new manager is "... the unrealistic optimism – the tendency to believe that problems experienced by others won't happen to me". This suggests that until a new senior education manager has practically begun his/her career practice, it is unlikely that he/she may have a relatively realistic perception of the nature of the education profession.

Although Weinstein's research, as cited in Calitz (1990:292), centers around the problems encountered by, and the unrealistic expectations of new teachers, newly appointed senior education managers experience management problems in a similar way as a new teacher. This assertion is based on the experience of this researcher in education.

In terms of 16 (1) and (3) of the South African Schools Act (Davies, 1999:60), professional management is assigned to principals as managers of their respective schools. By implication, management authority is conferred on them to provide leadership in their schools.

This notion also applies to the position of a senior education manager who is required to provide effective management and leadership to the team for which he/she is responsible. This requires guidance and strong management support, especially in the beginning of a senior education manager's management career.

The above discussion demonstrates that in-service training and the professional development of senior education manager improve the professional orientation and the management styles of managers. Improvement of the above aspects of managements guarantees quality teaching and therefore quality education. A distinction between in-service training and professional development has been made in 1.7.1 and 3.2.6.

The induction of senior education managers to their management tasks and the provision of other programmes required for their continuous professional growth are desirable. It is

essential to highlight that education administrators and managers have equal need for professional growth. Seeing that the area of focus of managers is the management of education, they require development in management skill and capacity.

The aims of management development will now be discussed.

3.5 THE AIMS OF MANAGEMENT DEVELOPMENT

3.5.1 Introduction

According to Boehm and Hoyle (1977:203-216) as well as Tanner and Tanner (1987:468), the aims of management development programmes are to:

i. Assist education leaders to reach personal and professional goals. This means that an education leader who has undergone self-development training has acquired management leadership.

ii. Serve as a stimulus for continuous management development within career to prevent boredom amongst managers on the one hand and burnout on the other.

iii. Equip the education manager to enable him/her to fulfil his/her role effectively in the school and thereby synchronize his/her own needs with those of school.

The essence of the above discussion lies in the fact that management development has much more to do with assisting educational leaders to perform existing duties more effectively than merely enhancing traditional promotion. In this sense, management development should be seen as making a great contribution to the professional development of the senior education managers. Should senior education managers be provided with courses which improve their skills, their service delivery will also improve. Their status will thus be enhanced.

Professional growth and development does not centre around the improvement of quality teaching or subject competence only. It also has to do with management capacity building in order to improve service delivery. Management excellence in education is also brought about by what is called the management development process. This means that it cannot be an automatic experience. Van der Westhuizen (1990:265) observes that "... management development is a dynamic, integrated and continuous activity over a prolonged period of time with the provision being made for the development of educational leaders' management behavioural skills, in order for them to be effective in their educational career." This observation suggests that the performance of duties *per se* is inadequate. Quality teaching and management excellence can thus be regarded as products of sustained efforts.

In the study of the role of assessment centres it was established that an assessment centre is a validated measuring instrument used specifically for the identification of potential and the selection of people for promotions posts (Olivas, 1980:63). After identification of management potential, the need arises for the provision of management development courses to assist in rectifying the weakness in the participant's management style. It should be recognized that post assessment centre activities are those activities that are related to further directed managerial development of participants who have been assessed. In South Africa two management centres exist at the University of the Orange Free State and the Potchefstroom University for Christian Higher Education. These emerged from the original assessment centres and are in an initial stage of development. In public service, formal workplace assessment centres have not yet been developed. That is why in some provinces the developmental appraisal system (Das) is not yet in place in spite of the agreements with education stakeholders (e.g. unions). It has been put on hold.

3.5.2 The requirements of a management development programme

The challenge of government departments regarding a management development programme is to provide appropriate (relevant) support, skills and knowledge that will enable senior education managers to contribute meaningfully to the department. The Task Team for EMD

(Department of Education, 1996:46-47) contends that success in making use of human resources generally requires:

- Developing appropriate competencies which should include the interpersonal facilitation, leadership, conflict resolution skills, analysis, communication and use of IT.

- Planning to ensure that senior education managers with the right skills and abilities are in the right place at the right time. This means that care should be taken in this regard.

- Developing senior managers to improve the effectiveness of each senior manager and of education, requires that senior managers should be afforded opportunities for the upgrading through on-the-job training, counseling, mentoring, peer group work and self-study.

- Employment of senior education managers through the professional handling of processes (e.g. advertisement, interviews and profiling).

- Encouraging working together of senior managers to foster recognition of the value of the interdependence of everyone in the education community. Nobody exists for himself/herself alone.

- Ensuring equity (recognizing diversity) within the education community requires that society has due regard for the contribution of women and men with diverse skills, experiences, attitudes and culture.

The above-mentioned factors are of importance and can make a great contribution in education. Management development, if effectively provided, can improve management performance and service delivery. Schilbach (1983:565-569) and Thompson (1987:11-12) present the following as requirements with which a successful management development programme should comply:

- **Clear goal**

An effective way of dealing with management development is to focus on identified specific management weaknesses. The use of a management development center (MDC) for the identification of weaknesses is recognized as an appropriate point of departure.

The Task Team of the Department of Education on Education Management Development (EDM) proposed the establishment of a national educational management institute. Such an institute would foster a network of institutions and resources for the improvement of South Africa's education service (Department of Education, 1996:56).

- **Planning of management development programmes**

This requires that participants should be fully involved in the planning and implementation of the programmes. The inputs of participants and their co-operation in this process cannot be over-emphasized. The Task Team for EMD further recommends that the participants should be assured in terms of resources and other forms of assistance (Department of Education, 1996:46). This ensures the interest, active participation and involvement of participants. The compiler of the management development programmes should be visible and interested at all time (Van der Westhuizen *et al.*, 1990:266). Management development programmes are designed to enhance the self-development of individual practitioners which has the advantage of improving the quality of professional service. The following are steps in producing a self-development plan.

- **Participation in a Management Development Centre (MDC)**

Participation in management development centre activities exposes a senior educational practitioner to the identification of weakness. Senior education managers who regularly participate in activities which aim at identifying weaknesses will have better chances of understanding their shortcomings and promptly obtain the best possible intervention in terms of required skills. Such identification could form a basis for the provision of an

appropriate development programme. Supervisors of senior education managers should arrange sessions for participation in development activities.

- **Feedback on assessed performance**

The feedback on performance management gaps will be analyzed and interpreted by a supervisor of a senior education manager from time to time, based on needs analyses.

3.5.5 Compiling a self-development plan

Van der Westhuizen *et al.* (1990:266) maintain that participation in a management development centre involves:

- receiving feedback on assessed performance;
- conducting a developmental conversation with the mentor;
- prioritizing developmental areas;
- deciding on action steps concerning management development;
- deciding on the role of mentors;
- deciding on possible help from experienced colleagues;
- determining deadlines for the completion of development activities; and
- giving feedback on progress made.

The above process has a better chance of having a positive input on the results of a professional development programme than in a situation where personnel are not exposed to professional development programmes.

Writing on the desirability of professional development, Finch and McGough (1982:12) observe that development is a continuous process in occupational education, representing a need to improve personal capabilities and building ties with those outside the walls of the school. They further contend (1982:140) that staff members have a desire to improve their

professional responsibilities, which include the broad range of teaching support and leadership and competencies associated with professional education.

This suggests that senior education managers have different developmental needs at different times of their professional practice. They need people management skills, assessors skills, negotiation and many other skills. This observation is also made by Morant as cited by Ndlala (1985:55-45) who asserts that teachers have professional needs throughout their teaching career. These include induction (as a result of changes in position due to promotion or change of subject) and the need for refresher courses towards the end of a career or in the case of redeployment, anticipated promotion or retirement.

Although the above observation refers to educators in general, it is also true of senior education managers who have professional needs throughout, and at different intervals according to the needs, will ensure effective and efficient job performance by senior education managers.

This is further illustrated by Burke's view (1987:vii) that continuity in development includes a period of basic academic preparation (pre-service), successful induction into teaching positions and tasks throughout the career, continuing personal and professional renewal in knowledge and teaching skills and the redirecting of tasks and expertise as a changeable society dictates. The following schematical representation reflects the relationship of the component parts of Burke's model:
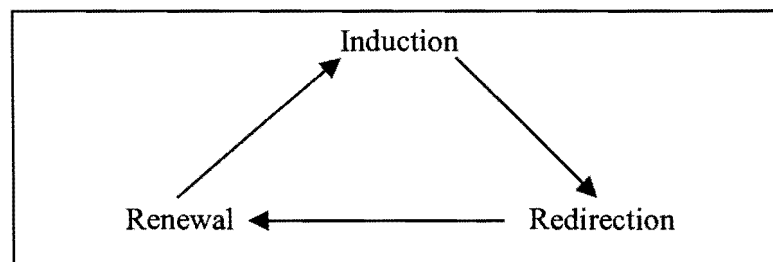

Figure 3.1: Burke's model of staff development (Burke, 1987:iii).

Staff development emphasizes the existence of different professional developmental needs. Schreuder, du Toit, Roesh and Shah (1993:1) identify the following phases:

- Survival phase (first year in teaching).

- Adjustment phases (next 2-4 years) during which the teacher is ready to except more challenges and responsibilities.

- Adult phases (more than 4 years). At this stage the teacher is ready to except more challenges and responsibilities.

According to Schreuder *et al* (1993:2) professional development may be planned for two main considerations:

Firstly, for the correction of professional shortcomings, and secondly, for the creation of opportunities for development. They contend that programmes aiming at correcting shortcomings are usually negative, since the impression is created that human behaviour can be changed through instant solution. It is also maintained that educators are usually hesitant to participate in this type of programme for it seems to address the needs of individuals. Senior education managers may also feel anxiety if developmental courses are not clarified in terms of their objectives and if they are perceived as some forms of imposition on them. This means that due care should be taken in the planning of courses for senior managers as well.

The responsibility of planning a self-development plan for a senior education manager lies with the senior education manager himself/herself assisted by his/her supervisor. This will ensure the development of a feeling of involvement and ownership of the self-development programme.

The professional development of the senior education manager should be seen as obligatory support to managers that will add value to their role. It requires that it should be taken seriously and well planned. It should not be an *ad hoc* arrangement. It should form part of capacity building plans required for professional service to senior education managers.

3.6 THE SENIOR EDUCATION MANAGER'S RESPONSIBILITY FOR OWN PROFESSIONAL GROWTH

The literature review reveals that, apart from employers' obligations to make provision for the continuous professional development of their employees, senior education managers as employees are also expected and even required to take responsibility for their own professional growth. This assertion is supported by McCormick and James as cited by Dean (1993:9) who state that "... effective change depends upon the genuine commitment of those required to implement it." Dean (1993:9) observes that McCormick and James argue that "... commitment can only be achieved if those involved feel they have control of the process .... Teachers will readily seek to improve their performance if they regard it as part of their professional accountability, whereas they will resist change that is forced upon then". Of crucial significance in their argument is the notion of feeling a high sense of personal obligation regarding self-development on the part of the employees. This observation is essential for an understanding of the desirability and the rationale for the provision of professional development programmes not only for new teachers but also for the new education managers.

The same point is also raised by Burke (1987:3) who observes that "... each person who enters the teaching profession and hopes for a successful career in education must have a desire to meet demands of performance."

The importance of sustainable management performance in education cannot be over-emphasized. To achieve educational goals requires that educators should be prepared to carry out their duties and responsibilities. They should be given staff development courses that will enable them to learn new trends in education and classroom management. The development appraisal process becomes more effective if integrated in the staff development plans.

Writing about "A model approach to managing your career" Maryann Wilson (March 2002:36-39) refers to the five elements of the "Guide to Physical Therapist Practices: Patient/client

Management Models". She asserts that Physical Therapists improve the effectiveness in their career by applying the following steps:

Career examination

This consists of compiling a history of your academic preparation, positions, held, skills developed, recognition received, involvement in professional associations and communities. This will enable you to know where you are and how did you get there.

Evaluation

This will enable you to make informed decisions about specific career choices reflecting your interests and capabilities. Remember to keep in mind that career evaluation is an on-going process.

Diagnosis

This refers to the decision to explore certain opportunities. You may decide to leave or enter a new field on the basis of the career benefits.

Prognosis

This entails the establishment of a plan of action concerning your professional development. The following may be considered:

-   Get a mentor to help you throughout your career stages.
-   Create a plan to improve your visibility in your profession.
-   Build and expand your networks.

Determine relevant interventions

This may include the creation of new networks (Maryann: March, 2002:38), attendance of conferences, subscription to news letters and magazines.

Maryann (March 2002:39) concludes by stating that career development using the Patient/Client Management Model calls for constant re-examination and re-evaluation of options. In everything the manager should stay positive and regard challenges as opportunities.

This is one of possible strategies for improving one's professional effectiveness.

In an article entitled "It takes time" Ezarik (2002:63) argues that there are never enough hours in the day, days in the week and weeks in the months to enable managers effectively to do their work and still have time to undertake professional development courses. This suggests Senior Education Managers and administrators find some difficulties in making professional development time a priority in their areas.

The following are some of the suggested ways of ensuring that staff have time for professional development:

Setting realistic time frames for development goals, in school improvement plans with teacher evaluation and other responsibilities, pro-activity in grabbing opportunities for staff development, early or late start according to flexibility of schedules, out source some areas, temporary substitute educator, use of retired educators, advocating for year-round, teacher exchange programmes, incentives for participation, use train-the-trainer methods, staff ownership of programmes, summer learning opportunities, modeling your professional development, encouraging on-line learning for senior managers, use of technology to communicate with staff about professional readings, choose the best use of your own professional development time (Ezarik 2002:62-66).

3.7 PERFORMANCE DEMANDS

The desire to meet the demands for performance cannot be an automatic occurrence. It is brought about by constant in-service training.

Burke (1987:4) refers to the following performance demands which must be met by teachers:

- **The demands of constancy of purpose**

   This means that everybody must have a goal which has "… some validity and staying in power." This also has implications for the design of a profession development programme for teachers and senior education managers. To meet the demands for performance, they have to attend management development courses continuously.

- A second demand, placed upon individual practitioners, is **alertness to opportunities for the application of knowledge and procedural skills** for effective learning. Senior education managers are required to look out for opportunities where their skills will be applied continuously.

- A third demand on those who desire to perform well **is insight into the variability of settings.** Learners bring with them different experiences, backgrounds and abilities. For the educator to be able to assist them effectively, a continuous orientation to changed and ever-changing education demands is required. Senior education managers, therefore, should have a full understanding of the variability of management settings for which they should be prepared. Understanding of the variability of settings will enable them know how to facilitate education within the changing and different education.

Senior education managers as practitioners are also required to plan for the execution of their professional duties and responsibilities. In doing so, they should consider the importance of having tangible goals to be pursued, taking advantage of the opportunities for the application of their skills as well as an understanding that educators, like learners, have a wealth of different

experiences, different backgrounds and abilities. This implies that senior education managers should improve their management skills in preparing effective assistance to educators. For this reason senior managers in education must also keep abreast of new trends and developments. This implies reliance on lifelong learning as one of the strategies towards performance improvement. Staff development courses for senior managers in education is essential for the above reasons. This should include courses on people management, financial management, planning, control, negotiations, labour relations and many others.

During the probationary period, newly employed educators operate under the close guidance of their immediate supervisors. One of the important tasks of the GTC (Sutherland in Department of Education Management, 2000:101) is to manage a two-year probationary service that teachers are required to undertake prior to being admitted to full membership of the profession. This aims at giving support to beginner teachers. Currently this is not applied to senior education managers. It may be asserted that, for effective capacity building in management, senior education managers should also operate under the supervision of their immediate supervisors during their own probationary period. This will enable them to learn the state of the art in education management under the guidance of a capable supervisors.

Qualifications of teachers trained outside Scotland are examined by the GTC to ensure employment of suitably qualified educators only. The lesson that can be derived from this research is that senor education managers have a gigantic task of quality assurance in their given management duties regarding the induction of beginner out of school educator.

The view of Burke (1987:viii) on staff development discussed above illustrates the importance of the induction of teachers and will therefore not be repeated here. It is important, however, to refer to the contribution of Schreuder *et al.* (1993:11-12) on the subject of the self-development of teachers. Senior education managers may also voluntarily do the following to promote self-development:

- Attendance of conferences organized by the organization, e.g. subject methodology or management with reference to a specific topic such as labour relations in education.

- Participation in subject committees

  Subject committees have subject policies which give direction to the approach of the subject concerned. New developments regarding subjects are better treated at committee level before implementation at schools.

- Conducting literature reviews on education themes.

- Conducting action research in management by experimenting with new approaches to management.

Clark and Clark (1997:267) propose what is called an interdisciplinary teaming as an effective tool to professional development and collaboration that facilitates communication and enhances satisfaction. Team members can monitor their own progress. Maintaining effective interdisciplinary teams requires continuous evaluation and reflection.

In addition to the above observation, reference can be made to Mac's paper (1998) on a Spiral Plan for delivery and evaluation of continuous professional learning. According to Mac this model begins with assessing needs and defining goals for professional growth. He postulates four levels of evaluation of growth, *viz.*:

- Level 1 checks the reaction to the appropriateness of content and delivery of completed learning opportunities.

- Level 2 asks what was learned during learning sessions.

- Level 3 determines how the behaviour of the participant changed during the learning sessions.

- Level 4 examines the results or outcomes linking the results to the integration of new learning. This presents a picture that learning is facilitated through an on-going series of formal, continuous learning opportunities.

- A senior education manager needs a series of lifelong learning activities.

3.8 CONCLUSION

This chapter focuses on the nature and the aims of the professional development of the senior manager in education as a practitioner. It also highlights the desirability of the professional development that education managers as practitioners require in order to perform well. This chapter adds to an understanding of the question of the *why, what, how, when* and *with what resources* regarding the issue of the professional development of senior education managers.

A distinction between professional development and in-service training has been given in 1.7.1 and 3.2.6.

In order to provide effective service delivery, senior managers in education need to be kept abreast of developments in their profession. Through appropriate in-service training and other forms of staff developmental courses, the professional growth of senior education managers will be ensured. This requires that proper needs analyses be conducted to ensure the provision of relevant interventions.

In this chapter various interventions were identified as useful for improving the management effectiveness of senior education managers. Amongst others the following are worth mentioning:

Wong (cited in Bintrim 2002:52) refers to **guided induction programmes and (de Groof 1995:30) refers to international exchange programmes** that demonstrate that educators can also upgrade their professional skills and expertise by working in new environment. These are but a few possibilities available to senior managers.

In short, professional development of Senior Education Managers requires commitment of a number of stakeholders in general and the senior managers themselves in particular.