

**TOWARDS PROMOTING EFFICIENCY AND EFFECTIVENESS IN THE
PRIMARY SCHOOLS OF NAMIBIA THROUGH EFFECTIVE
LEADERSHIP AND MANAGEMENT**

by

BONIFACE N. SIBEYA



A THESIS SUBMITTED IN FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE
OF DOCTOR EDUCATIONIS IN THE FACULTY OF EDUCATION AT THE UNIVERSITY
OF THE WESTERN CAPE, BELLVILLE, SOUTH AFRICA

Supervisor : Professor H. D. Herman

April 2002

DECLARATION

I declare that this thesis is the result of my independent investigation except where I have indicated my indebtedness to other sources.

I further declare that this thesis has not already been accepted in substance for any other degree, nor is it being submitted concurrently for any other degree.



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Candidate

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Supervisor

ABSTRACT

Towards Promoting Efficiency and Effectiveness in the Primary Schools of Namibia Through Effective Leadership and Management

Boniface Ned Sibeya

Doctoral Thesis, Faculty of Education, University of the Western Cape

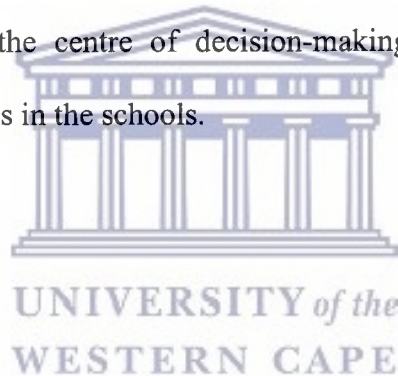
Soon after independence in 1990 the Namibian Government embarked on the transformation of education which previously had a philosophy based on undemocratic principles with a purpose of making it respond to the new culture of governance based on democratic principles and values. The change brings major challenges to the role of educational leaders and managers at educational offices and schools whose leadership determines the success of their organisation. This study therefore, examines the role the schools' leadership and management play in promoting efficiency and effectiveness in the primary schools of Namibia.

A review of literature relating to effective and efficient school leadership and management theory provides a theoretical framework for the study. The areas of vision and goal setting; decision making; communication; commitment; leadership and management style; resource management; instructional leadership and professional development were identified for the study in primary school leadership and management in eight primary schools in the Windhoek Education Region.

Using a semi-structured approach, eight primary school principals, twenty-two middle managers, eight senior teachers, and six school inspectors were interviewed.

Interviewees were encouraged to identify situations and incidents in practice in the primary schools of Namibia, and also what they perceive to be the necessary qualities for a primary school principal which will enable him/her to lead and manage the school effectively.

The study observed that one of the factors of promoting efficient and effective primary school leadership and management is to appoint teachers with the necessary leadership and management skills into leadership and management positions in schools. Both the newly-appointed leaders and managers and the experienced ones need continuous in-service training to enable them cope with their demanding task of being in the centre of decision-making, and be the cornerstone in promoting efficiency and effectiveness in the schools.



ACKNOWLEDGEMENTS

I wish to acknowledge the opportunity granted to me by the Ministry of Basic Education Sport and Culture to pursue my doctoral study through the Professional Enhancement Programme under the Basic Education Support Project of the United States of America Agency for International Development (USAID). I would like to express my profound gratitude and appreciation to the academic staff of the Universities of the Western Cape, Montana, Harvard and the University of Namibia who on many occasions sacrificed their valuable time to render me great help during the period of my study. I would like to thank the United States of America Agency for International Development for providing funds for the study. My particular indebtedness goes to Prof. H. (D. Herman my supervisor and Dr J. Katzao the co-supervisor for their help and guidance.

I wish to extend my thanks to Professor Alden Nickelson and Dr Charmaine Villet for their valuable assistance. I also wish to thank the fellow Namibian M. Ed and Doctoral students who were with me in this programme for our good working relationship. I wish to thank Mr O. Hailombe for his technical assistance. My sincere gratitude goes to my wife Prisca and children whose affection, patience, understanding and moral support contributed greatly to the success of this study.

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CHAPTER 1 BACKGROUND AND PROBLEM IDENTIFIED

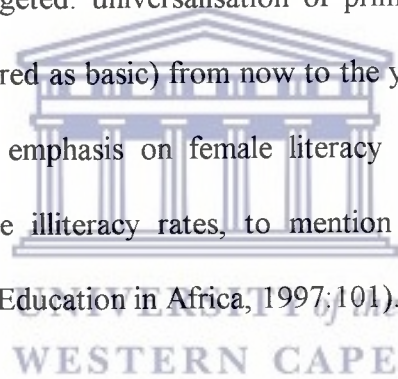
1.1 INTRODUCTION

In the opinion of UNESCO International Congress of 1990, African achievements in the education sector have been quite impressive, both in absolute terms and in relation to other countries, in the period between 1960 and 1980. A tribute is to be accorded to African parents and leaders, missionaries, UN agencies and external donors. Economic and financial constraints since the early 1980s have, henceforth, had an adverse effect on the quantitative and the qualitative aspects of education and training in the African region. However, very little research has been carried out in Africa to assist policy-makers in redressing some of the problems, while at the same time, poor capacities for educational planning, administration and management were manifested in Africa. Since the beginning of 1990, great efforts are being made to build and strengthen national capacities for educational planning, administration and management which are regarded as the cornerstones of educational reforms, changes and innovations (UNESCO, International Congress for Planning and Management of Educational Development, 1990:11-12).

The World Conference on Education for All, Jomtien 1990, helped in shaping, through its international contributions, the reference framework of educational policies in Africa. At the same time when efforts for the satisfaction of the fundamental right to education

seemed to be marking time, Jomtien achieved a remobilisation of education for all, to meet the fundamental educational needs of the child, the adolescent and the adult.

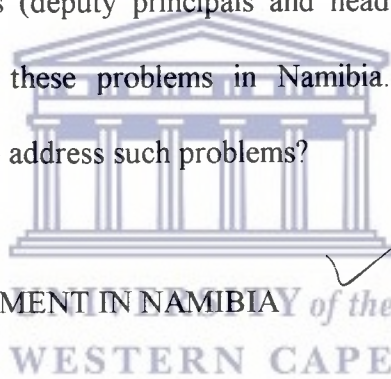
These needs concern the essential tools of learning and life skills which the human being needs to survive, to develop his/her potential, to live and to work in dignity, to participate fully in development, to improve the quality of his/her existence, to make enlightened decisions, and to continue to learn. This declaration is an optimistic profession of faith, full of promise and possibilities, reign of peace, scientific and cultural achievements. To achieve its goal the declaration targeted: universalisation of primary education (or any other higher level education considered as basic) from now to the year 2000; reduction of illiteracy rate of adults, by laying emphasis on female literacy to reduce the present disparity between male and female illiteracy rates, to mention but a few objectives (UNESCO, Report on the State of Education in Africa, 1997; 101).



Meeting basic learning needs is at present a major commitment of most societies and a global challenge for human development, in particular for developing countries. Here, access to, and provision of good quality and effective primary education or basic educational services occupy a central role in any national and regional development strategy for the 1990s and beyond. Primary education in Africa and indeed also in Namibia, is increasingly confronted with problems of quality erosion, ineffectiveness and rising educational costs. Associated with these problems, are problems such as structural and educational inequalities, educational wastage, curricular relevance, academic achievements, teaching-learning environment, supervision and instructional leadership

(UNESCO, International Congress for Planning and Management of Educational Development, 1990:12-13).

School leadership and managers can play a significant role in improving the school's efficiency and effectiveness by developing a good and shared vision, mission and goals for their schools. Schools can reduce or completely overcome educational wastage, poor academic achievements, uncondusive learning and teaching environment by adopting a good leadership and management style. This study therefore, intends to investigate what school principals, middle managers (deputy principals and heads of departments), and teachers are doing to overcome these problems in Namibia. What leadership and management styles are they using to address such problems?



1.2 EDUCATIONAL DEVELOPMENT IN NAMIBIA

Before independence, few children went to school in Namibia. Of those who did go to school, many did not get far with their schooling. Initially education for black Namibians (Africans and Coloureds) was mainly to prepare them for domestic and vocational jobs. Education was thus meant to prepare people for menial or low level jobs that German and South African rule required. Except for a very small number of the people who were to become messengers, clerks, and other functionaries in the administrative system, basic literacy and numeracy was considered sufficient. Over time a few Namibians managed to secure more advanced education, often in mission schools or schools outside the country (Ministry of Basic Education and Culture, Towards Education for All, 1993:2).

The education system in Namibia was thus best characterised by fragmentation along racial and ethnic lines; unequal access to educational and training opportunities; inefficiency in terms of low progression and achievement rates; high wastage rates; irrelevance of curriculum and teacher education programmes to the needs and aspirations of individuals and the nation; as well as lack of democratic participation within the education and training system. Teachers, parents, administrators and workers were largely excluded from the decision-making process in educational institutions and life in general; education administration and management was based on undemocratic principles and values, in line with the culture of governance which was adopted by the government of the day (Government of the Republic of Namibia, First National Development Plan 1, Volume 1, 1995/1996-1999/2000:329).



The new Ministry of Education and Culture formed soon after independence in 1990 faced the formidable task of how to address this unfortunate heritage. The challenge was, therefore, what to do to understand exactly how the education system was functioning and what could be done to improve it. It was also necessary to begin reforming the education system immediately. The Ministry commissioned some reviews which came up with some discussion papers and recommendations which led to the formulation of some education directives (Ministry of Education and Culture: Annual Report 1994:1- 4).

A Development Brief for Education, Culture and Training (Towards Education for All) compiled by the previous Ministry of Education and Culture (MEC) (1993) states that the

Ministry carried out a review of numerous documents on education in Namibia. It states that in 1990 the Ministry issued three documents. The first one was: *The National Integrated Education System for Emergent Namibia : Draft Proposals for Education Reform and Renewal*. The objective, was to open the discussion by publicising some of the intended ideas and directions of education reform and policy.

The second was, *Education in Transition: Nurturing our Future - A Transitional Policy Guide-line Statement on Education and Training in the Republic of Namibia*. This document sought to relate more general policy to practical issues.

The third was: *Change With Continuity: Education Reform Directive: 1990 - A Policy Statement of the Ministry of Education, Culture, Youth and Sport*. This document outlined the basic framework for education management and policy evaluation. The intention was to stimulate discussion and foster consensus on major issues to guide the preparation of a formal legal instrument for education.

In 1991 the Ministry issued two documents. The first was : *Pedagogy in Transition: The Imperatives of Educational Development in the Republic of Namibia*. This document consolidated many themes addressed in the document known as, *Change With Continuity*. It emphasised the importance of education supervision, administration, and management.

The second was: *Education and Culture in Namibia: The Way Forward to 1996 - Broad Policy Directives for Education Reform and Renewal in Namibia*. This document

publicised a further set of policy directives, including the Language Policy for Schools, 1992 to 1996, the Three Term School Calendar for 1993 and years to follow, and the New Policy on Hostel Fees.

The Minister for Education and Culture summarised the policies issued then in his address to the Sensitisation Seminar on Educational Management and Administration, 17-18 February 1992: *Managing the Transition: Educational Policy Evolution and Implementation*. He elaborated on education language policy in his contribution to the National Conference on the Implementation of the New Language Policy, 21-26 June 1992. In October 1992 the Ministry published the document known as: *Basic Education in Namibia - A Framework for Nation Building to the Year 2000 and Beyond*.

In 1993 the Ministry of Education and Culture published the book known as, *Towards Education for All: A Development Brief for Education, Culture, and Training*. This ministerial policy document outlines the vision of the then Ministry of Education, Culture and Training in Namibia. It pronounces the framework for the programmes of the Ministry. It clearly gives the goals the Ministry should achieve to provide efficient and effective education to the Namibian nation (Towards Education for All, 1993:22-23).

Article 20 of the Namibian Constitution states that: *All persons shall have the right to education. Primary education shall be compulsory and the State shall provide reasonable facilities to render effective this right for residents within Namibia, by establishing and*

maintaining State schools at which primary education will be provided free of charge
(*The Constitution of the Republic of Namibia, 1991:12*).

To respond to the education provision requirement expressed in the Namibian Constitution, the then Ministry of Education, Culture, Youth and Sport set itself five major goals of:

- (a) Promoting equitable access to educational, cultural and training programmes
- (b) Improving the internal efficiency and effectiveness of the education system
- (c) Enhancing effectiveness of learning outcomes
- (d) Promoting life-long learning for out-of-school youth and adults
- (e) Promoting democratic participation in educational and cultural programmes and activities (Annual Report for the Ministry of Education and Culture , 1994:2).

In its endeavour to improve the efficiency and effectiveness of the education system the former Ministry of Education and Culture (MEC) embarked on a number of programmes, some of which aimed at promoting effective school leadership and management. In February 1992, the MEC conducted a sensitisation seminar. In this seminar one senior official stressed the importance of efficient and effective school leadership and management to achieve the desired results in schools. To illustrate his point, he gave an example of a teacher who resigned from teaching because of frustrations arising from poor leadership and management in that school. He finally stressed the point that school principals should be given the opportunity to acquire the necessary leadership and

management skills for the Ministry to realise its objectives (A Report of the Sensitisation Seminar on the Management of Basic Education in Namibia , 1992:12-13).

Since independence the Ministry has made an effort to prepare school principals, especially secondary school principals, for their noble but demanding task. Secondary school principals received some training in managing the new secondary education curriculum. In-service training workshops were conducted for senior secondary school managers and teachers teaching the Higher International General Certificate of Secondary Education / International General Certificate of Secondary Education (HIGCSE/IGCSE) curriculum. A team supported by the Commonwealth Secretariat developed a set of seven modules of Resource Materials for School Heads known as BETTER SCHOOLS, management guides, giving information on how to organise and manage schools (Annual Report of the Ministry of Education and Culture 1997:23). The production process of the mentioned guides have been completed and countries such as Botswana, Ghana, Zimbabwe, Kenya, Namibia, Nigeria and Uganda have received the guides.

Efforts made so far in preparing school leaders and managers for their job are not adequate, given the background characterised by a historical legacy of segregation, unequal distribution of resources, wastage and high drop out rate, in some cases, undemocratic principles of leadership and management where the style of leadership was and still is autocratic and authoritarian. To break this culture and introduce a new one, school leaders and managers must be exposed to leadership and management skills based on the new leadership and management philosophy based on democratic principles and

values. The education authority in Namibia, therefore, needs to pay particular attention to upgrading the managerial skills of both primary and secondary school principals, whose role is crucial to ensure the successful implementation of educational change, policy and programmes.


Some questions this study is addressing are:

- (a) How do the leaders and managers of primary schools develop their school vision and goals?
- (b) What measures do primary school principals employ to ensure staff, parental and community commitment in achieving school goals ?
- (c) What leadership and management styles do they employ to promote efficiency and effectiveness in their schools?
- (d) What leadership and management skills are still lacking in primary school principals in Namibia to enhance efficiency and effectiveness?

The study endeavours to put forward proposals which will facilitate and enhance efficient and effective primary school leadership and management in Namibia. The challenge for this study, therefore, is to examine leadership and management styles and practices employed by primary school principals in Namibia. Also to identify leadership and management skills lacking for the primary school principals to be able to respond to the challenges in their schools.

1.3 RESEARCH PROBLEM

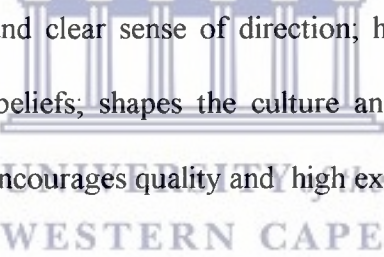
Leadership and management of primary schools in Namibia seems not to have changed to match the new culture of governance based on democratic principles and values. The reality is that many primary schools still find it difficult to change their style of governance, and tend to fall back on their undemocratic principles of leadership and management of not involving teachers and parents in the decision-making process of their schools. Some principals find the new management approach to be quite challenging and a threat to their authority.



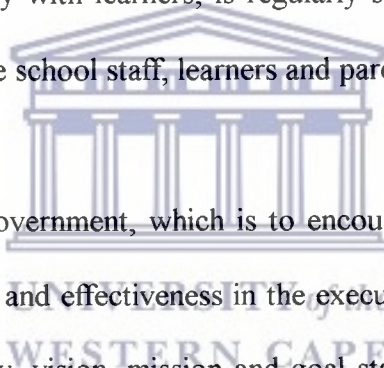
There is a strong belief that success or failure of an organisation is to a large extent determined by its leadership. Leadership is therefore, of great importance in determining the school's effectiveness and efficiency, through its management style (McCann, 1996:173).

Many primary school leaders and managers in Namibia do not have a vision. The importance of a leader to have a vision cannot be overemphasised. It is important for the leader to gain the commitment of others to that vision to ensure that it shapes the policies, plans and the day-to-day activities of the school (Caldwell and Spinks, 1989:174). School principals should have a vision for their schools which sets out what they want to accomplish and what they want to improve or implement. However, they must be sure this vision is compatible with the vision of their education district and that of the Ministry. The

principal's leadership style, skill and ability to articulate a vision acceptable to the school staff, learners, parents, school community and the Ministry greatly determines the success of the school in achieving its goals. The quality of the principal is the one single most important variable in school effectiveness. Bush (1998:2) says Rutter's studies in the 1970s showed that the influence of the principal plays a significant role in promoting school effectiveness. This view is supported by successive reports from Her Majesty's Inspectorate. A national report for the former Department of Education and Science (Bolam 1993) cited by Bush (1998:2) summarises the main features of a principal of a well-managed school as having the following qualities:

- 
- (i) Provides excellent leadership and clear sense of direction; has a clear vision for a school, based on values and beliefs; shapes the culture and ethos of the school; thinks and plans strategically; encourages quality and high expectations.
 - (ii) Has a consultative listening style; is decisive and forceful but not dictatorial; is open to other people's ideas; and is readily acceptable to staff, parents and school community.
 - (iii) Motivates staff; displays enthusiasm and optimism; is positive and constructive; often expresses appreciation to staff and learners; and celebrates special achievements made.

- (iv) Models professional behaviour; is prepared to help out and supports teachers and learners in need of help; takes ultimate responsibility and thereby makes staff and learners feel secure.
- (v) Is well organised; is in touch with events in the school; keeps abreast of new developments; prepares staff for future development and avoids crisis management; strongly supports and regularly participates in staff management and development.
- (vi) Often communicates personally with learners; is regularly seen around the school; and is directly involved with the school staff, learners and parents (Bush 98:3).



The philosophy of the Namibian Government, which is to encourage every government sector to strive to achieve efficiency and effectiveness in the execution of its programmes should be reflected in the philosophy, vision, mission and goal statements of the school. Planning the implementation of the national curriculum, instructional programmes and the managerial and administrative programmes of the school should be done in accordance with this philosophy. This will give prominence and substance to effective management processes and styles wherein school policies will be formulated, priorities set, plans and decisions made and the entire management and administration of the school carried out.

This research therefore, investigates how school principals in Namibia set out their vision and mission. What leadership and management styles and practices do they employ to ensure the achievement of their school vision, mission and goals? Another question this

study investigates is the role primary school principals' leadership can play in promoting efficient and effective school management in primary schools. The researcher will conduct interviews with participants such as (i) primary school principals, (ii) teachers in promotion posts (deputy principals and heads of departments), (iii) senior teachers, and (iv) inspectors of schools to try and find out which leadership and management practices are employed in primary schools in Namibia. The research findings of this study, may help the regional education offices and the ministry to redefine their school policies with the aim of promoting efficient and effective school leadership and management in the country.

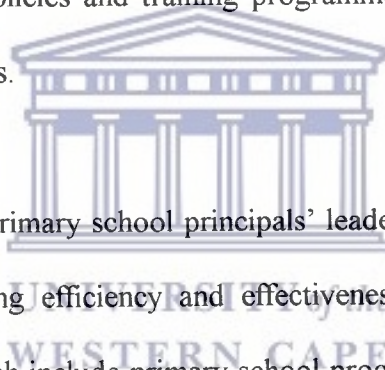
1.4 AIM OF THE STUDY



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This study aimed at contributing to our understanding of what is meant by efficient and effective leadership and management of primary schools, with particular reference to the Namibian context and the different features which play a role in making primary schools efficient and effective. To this purpose, the study aimed at critically examining the factors which hamper efficient and effective leadership and management of primary schools in Namibia, and tried to suggest a solution which will help to enhance efficient and effective leadership and management in the mentioned schools. The study also critically examined the different theories and perceptions in relation to efficient and effective school leadership and management and tried to come up with a suggestion of how these theories can best be applied in the Namibian context.

The study thus analysed international views and theories related to effective school leadership and management, and the application of such knowledge in the Namibian context. The significance of the study is that it will contribute to a clearer understanding of leadership and management problems in primary schools in Namibia. Its findings may advise and perhaps assist the Ministry of Basic Education Sport and Culture, which is responsible for preparing and making sure schools operate in accordance with the culture of governance based on democratic principles and values, and the successful provision of quality education to the Namibian nation. It will also assist the ministry in the process of setting and defining its education policies and training programmes aimed at promoting efficiency and effectiveness in schools.



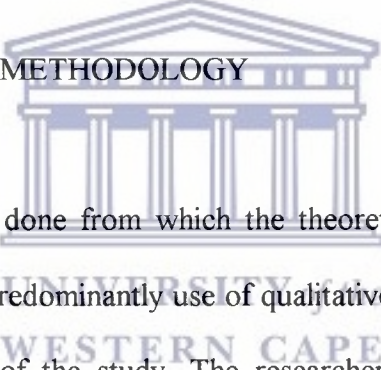
The researcher also looked at how primary school principals' leadership responded to the new government's call of promoting efficiency and effectiveness in the execution of government sector programmes which include primary school programmes. It also looked into how the envisaged primary school leadership styles could help to promote effective primary school leadership in Namibia.

1.5 MOTIVATION FOR THE STUDY

The study looked at how primary school principals lead and managed their schools and utilised resources to fulfil various school tasks. It tried to highlight leadership and management styles currently used in primary schools in the country. The analysis of the

activities within the schools hopefully provides a challenge and critique of the prevailing situation in terms of primary school leadership and management. The intention is that the research exercise determines whether a gap exists between the leadership and management taking place in most primary schools in relation to what is happening in Namibia. It is hoped that the results of this study will draw the attention of education authorities, school principals, teachers and other stakeholders to the existing leadership problems in primary schools. It is further hoped that the findings may influence school leadership into making efforts to address the identified problems.

1.6 RESEARCH DESIGN AND METHODOLOGY



An extensive literature review was done from which the theoretical framework of this study was constructed prior to the predominantly use of qualitative research methodology to investigate the central problem of the study. The researcher also used his current assessment of school leadership and management in Namibia based on his experience initially as a school principal in the early 1980s, inspector of schools in the late 1980s and early 1990s and currently as chief education officer.

The use of interviews allowed the study to be more qualitative, analytical, and in-depth. The following stakeholders were identified for the analytical study: eight primary school principals, 22 middle managers composed of deputy principals and heads of departments, eight senior teachers, in the primary schools of Windhoek Education Region, and six school inspectors. The targeted number of interviewees was 44 in total.

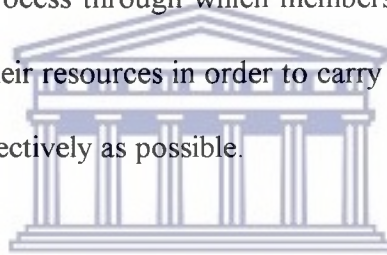
An initial investigation involved the observation of the school management practices on site and in official reports on school management guided by the findings of a questionnaire study. The researcher investigated school documents such as minutes of staff meetings related to school policy formulation, school planning activities, decision-making related to subject allocation, instructional programme implementation, general school administration, and school-board meetings.

The researcher made use of a tape recorder to capture the opinions and concerns of the interviewees. Respondents were encouraged to identify situations and incidents from their experience, to reflect on the intentions and outcomes of actions taken, and to attempt to come up with what they perceive to be the necessary qualities for a primary school principal which will enable him/her to manage the school effectively.

For the analysis, the researcher grouped the interviewees' responses according to themes to see which themes got more, average and little weight according to the interviews conducted.

1.7 DEFINITIONS OF LEADERSHIP AND MANAGEMENT

Researchers and writers in the field of school leadership and management attempt to define these two concepts. Hersey and Blanchard (1982:83) say leadership is a process of influencing the activities of an individual or a group in efforts towards achieving a goal in a given situation. They further say that in any situation in which someone tries to influence the behaviour of another person or group, leadership is taking place. Bush (1986:1) on the other hand says management is a process through which members of an organisation coordinate their activities and utilise their resources in order to carry out the various tasks of an organisation as efficiently and effectively as possible.



Bush (1998:7) in his paper which he prepared for the training of school principals of Great Britain says, “A stress on leadership at the expense of management is controversial”. He further says where the distinction is made, school leadership is usually associated with organisational vision, goals, value and purpose. While school management is associated with the planning, implementation of the organisation’s plans and efficient and effective use of resources. He further argues that organisations, leaders and managers need both these dimensions to be effective and successful. Organisations which are over-managed but under-lead eventually lose any sense of purpose, while poorly managed organisations with strong charismatic leaders may sometime seem in the short-term, to be doing well, but only to fail thereafter.

1.7.1 LEADERSHIP DEFINED

All organisations require effective leaders who can inspire staff, set general directions and be accountable for organisational achievements. Because good leadership is so crucial for the effective operation of an organisation/school, it is important to identify those special qualities that characterise an effective leader/principal. Hersey and Blanchard (1982:96) suggest that the effectiveness of a leader depends on how his/her leadership style interrelates with the situation in which he/she operates. There are two frameworks that can help to understand leadership styles within our organisational context; that is the way in which a principal exerts influence and his/her leadership in managing staff.

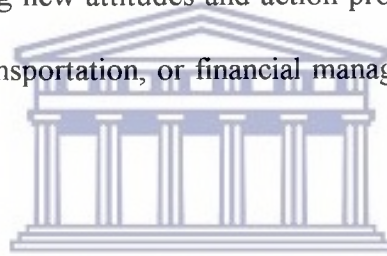


Lipham and Hoeh (1974) define leadership as that behaviour of an individual which initiates a new structure in interaction within a social system, initiates changes in the goals, objectives, configuration, procedures, inputs, processes and outputs of an organisation/school. These theorists give four over-riding responsibilities of school principals as : (i) the instructional programme implementation, (ii) staff personnel and student services, (iii) financial and physical resources management, (iv) and school community relationships. To help the principal to have grounded knowledge in behavioural sciences that promote the understanding of school organisation and its management, the principal needs to understand social and general systems theory, organisational values, leadership role, decision-making and leadership theories.

Boles and Davenport (1975:53) define leadership as a process in which an individual takes initiative to assist a group to move towards production goals that are acceptable.

Lipham and Hoeh (1974:182) add to their first definition by saying; leadership is the initiation of a new structure, or procedure for accomplishing organisational goals and objectives or for changing organisational goals or objectives.

Mauriel (1989:6) defines leadership as engaging in such activities leading to significantly altering the direction of a system, articulating a new vision, guiding the process of redefining goals and policies, shaping new attitudes and action programmes, inaugurating new approaches to discipline, or transportation, or financial management and introducing other major changes.



Musaazi (1982:61) sees leadership to be a social process and a shared responsibility between the leader and his followers. He argues that leadership is not solely an attribute of personality, nor that it only comes from specified positions in the hierarchy of an organisation. He maintains that it cannot exist in isolation, but is related to interpersonal relations and group operations. This view of leadership is determined by the way the leader relates to his/her followers and how he/she is able to satisfy the members of the group he/she is leading. Leadership in this sense emerges as a group phenomenon. Thus a leader becomes a person who has something to contribute to the more effective functioning of the group. Leading is therefore, based on what the leader does to help the group define its goals, achieve its objectives or maintain its strength as an organisation.

Musaazi's view about leadership is in line with that of the researcher in that he emphasises the fact that "leadership" is a social and shared responsibility; and that leading is based on what the leader does to help the group define its goals, achieve organisational objectives or maintain its strength, and help the organisation to achieve organisational efficiency and effectiveness.

For the sake of this study the words "leader" and "school principal" are taken to mean the same. "Organisation" and "school" are also taken to mean the same, as a result these terms are used interchangeably in this study.

1.7.2 MANAGEMENT DEFINED



Kabat (1983:29) states that management is an organ of society charged with making resources productive. Calitz (1992:2) sees management as a process which involves the skilful handling and supervision of people by a manager in such a way that pre-determined goals are achieved within a certain time. Hoyle (1981) quoted by (McCann 1996: 66-67) sees management as a continuous process through which the members of an organisation seek to co-ordinate their activities and utilise their resources in order to fulfil their various tasks and those of the school as effectively and efficiently as possible.

Mauriel (1989:6) defines management as the orderly maintenance and supervision of the support function of the school, and of the structural administrative processes that are vital to the continuing operations of an effective school. Managers according to this definition,

carry out the policies of a school, supervising or organising the systems that are in place to plan, direct, monitor and control the processes by which strategies established by others are “implemented” or goals established by others are achieved. This involves such things as resources and facilities planning, personnel and financial administration, and supervision of the school programmes.

1.8 LIMITATIONS TO THE STUDY

Efforts have been made to capture the leadership and management theories related to school leadership and management with particular attention to primary school leadership and management in the Namibian context. However, it seems not many scholars have conducted research related to school leadership and management focussing on the Namibian situation. The study, “Towards Promoting Efficiency and Effectiveness in the Primary Schools of Namibia through Effective Leadership and Management,” focussed on the eight identified themes on primary school leadership and management and did not cover all the literature on school leadership and management.

The study could not capture some of the most recent literature on school leadership and management because the field of school leadership and management is dynamic. It is due to this dynamism that more and more theories on school leadership and management are being written on an almost everyday basis. For example, some of the Professional Enhancement Programme (PEP) students worked on some school leadership and

management studies in the Namibian context to which the researcher could not get access because these were developed at the same time the researcher was developing this study.

1.9 CONCLUSION

The researcher is cognisant of the school management, school effectiveness and school quality issues confronting Namibia as a transitional state where progress has been made in terms of political and educational reforms, but much still remains to be done. It is therefore, hoped that this study will lead to results and conclusions which can inform and perhaps provide a model for effective school management in this critical period of change in Namibia's education system.



CHAPTER 2 REVIEW OF LITERATURE ON EFFECTIVE SCHOOL LEADERSHIP AND MANAGEMENT

2.1 INTRODUCTION

The world is dominated by various organisations performing different functions in societies. A good example of such organisations are the religious, political, business and social organisations of which schools are one example. Modern organisations are characterized by a high degree of specialization. Schools are not an exception in that they have experts who claim monopolies over certain aspects in the school system. These are people like school principals, deputy principals, heads of departments, subject teachers, guidance and counselling teachers and other specialist staff in the school. In large communities, the diversity of the school combined with the large number of staff often make the school comparable in complexity with many other organisations. For one to lead and manage these large and complex schools effectively, he/she needs to have the necessary skills and qualities of a good leader.

Before one examines leadership and management of primary school principals in Namibia and how leadership and management styles contribute to promoting efficiency and effectiveness in primary schools, one needs to examine the theoretical background to effective school leadership and management. This theoretical background provides one with the framework necessary to understand complex organisations and various studies which examine effective school leadership and management.

This study briefly looked at the organisational theory, the classical-scientific, the social systems and the human relations models of leadership and management. Another aspect it looked at was the authoritarian versus democratic leadership in which the researcher brings the examples of the continuum concept of leader behaviour, the grid concept of leadership and the situational/contingency leadership model. It briefly discusses school culture. The study also looked at democratic leadership and management, and at the benefits of collaborative school management. It discusses characteristics of successful or effective schools as well.

2.2 ORGANISATIONAL THEORY

There is no all-embracing theory of organisation to which an ideal organisational system can function, nor any one theory which explains the nature of behaviour in an organisation. Instead, people have developed a socio-technical system concept of organisation in which they are seen as being in a dynamic interaction with the structure of the organisation.

The formal structure of an organisation has revealed that its complexity, centralisation and formation are related to outcomes such as adaptability, productivity, effectiveness and work satisfaction. Theories concerning organisations also facilitate an understanding of the degree in which a school may be described as an organisation.

Organisations must develop explicit management structures and procedures that give a convincing account that the proper means to ends chain is in place to accomplish purposes. In other words, schools should not only have clear purposes but also explicit, understandable and rational policies, processes, operating procedures, and management systems that present designs to achieve the stated purposes (v.d.Westhuizen 1991: 89-90).

The school organisation has clearly been influenced by the need for specialisation and the division of tasks. The division of the school into elementary and secondary units; the establishment of departments such as science, mathematics, music, and other departments in the school, and indeed the separation of administration function from teaching function all present response to this need.



The school has leaned heavily upon the use of general rules to control the behaviour of the staff members and to develop standards which could assure reasonable uniformity in the performance of tasks. Whether they have taken the form of policy manuals, rules and regulations, staff handbooks, or some other form of document. General rules for example have been used extensively to provide for the orderly induction of new staff into a school, and also to regulate operational procedures and behaviour among staff members (Sergiovanni and Starratt 1993:43).

2.3 THE CLASSICAL-SCIENTIFIC MODEL

Taylor (1947) tried to eliminate friction between workers and their supervisor by improving leadership and management procedures to achieve greater productivity. He tried to determine in a scientific manner the optimum amount of work that a person could do in a day. In 1911 he published his well-known principles of scientific management in which he indicated that efficiency lies in systematic and orderly leadership and management. In this work he showed that scientific leadership and management is based upon clearly defined principles and rules. He formulated four basic leadership and management principles resulting from his research, which are:

- Everyone's work should be clearly described and defined.
- The choice, training and placement of workers should be scientifically based, that is to be based on knowledge.
- There should be co-operation between leaders, managers and workers to ensure improved productivity.
- Leaders, managers and workers should have their own responsibility and clear distinction must exist between their responsibilities (v.d.Westhuizen 1991:66).

Max Weber (1947) on the other hand, argued that the decisive reason for the advancement of the bureaucratic organisations was purely for its technical superiority over other forms of organisations. Weber's ideal bureaucracy is characterized as follows: (i) the division of labour and the specific allocation of responsibility; (ii) reliance on fairly

exact hierarchical levels of graded authority; (iii) administrative thought and action based on written policies, rules and regulations; (iv) an impersonal, universal bureaucratic environment for all workers; and (v) the development and adherence to administrative and professional careers (Pugh 1984:17-21).

Weber's bureaucratic theory goes beyond the machine model in that it analyses in detail the relation between an official and his/her office. But in general Weber perceives bureaucracy as an adaptive device for using specialised skills, and he is not attentive to the character of officials and workers nor to the human relations factors.

The classical theory is selective as well as normative. In focussing on the bureaucratic and structural aspects of organisations it necessarily ignores or underestimates other silent features in organisations such as schools. Griffiths (1978) claims that the classical theory has limited our view of organisations, and how they operate. Hughes (1978) argues that bureaucratic theory provide only a first approximation to an understanding of school organisation. Greenfield (1973) argues that bureaucratic models focus on organisations as an entity and ignore or underestimate the contribution of individuals within organisations. Greenfield further argues that bureaucratic models treat organisations as if they were independent of the people within them. He argues that organisations should be regarded as complex structures which reflect the meanings and perceptions of the people within them. Organisations are social constructions in the sense that they emerge from the interaction of their participants. They are manifestations of values and beliefs of

individuals rather than the concrete realities presented in bureaucratic models (Bush 1986: 40-41).

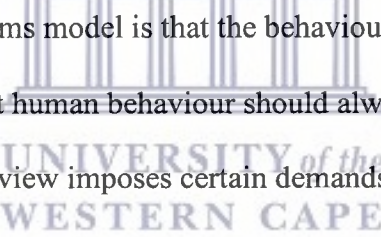
Schools in Namibia exhibit bureaucratic tendencies in that they stress hierarchical authority structures with formal chains of command, rules and regulations. Their pyramid structures are based on the legal authority vested in the officers who hold positions of leadership in the school. School staff are held accountable to the principal and are responsible to him/her. School vision and mission are not shared with school staff, learners, parents and other stakeholders. School goals like vision and mission remain the property of the principal where stakeholders in education have nothing to contribute. The bureaucratic style of leadership practised in many schools in Namibia disregards the valuable contributions individuals could bring in the organisation of the school if they were involved in the decision making process of the school. It hampers the school staff, learners and parents' ownership of the schools' decisions and discourages their commitment in achieving school goals. This study brings forward some recommendations which might help to redress this situation.

2.4 THE SOCIAL SYSTEMS MODEL

The social systems model of leadership and management emphasises particular aspects such as the social aspects of the general system. The school is seen as a complex interactive and dynamic system which should be investigated both structurally and functionally. Structurally, the school is a unique social system within the hierarchy of

larger social systems. The personnel and resources are integrated to satisfy the purposes of the system. Functionally, the social system of a school can always be viewed within the network of interpersonal or social relations.

This model advocates an understanding of the co-existence between the school, community and individuals. Consideration is also given to ways in which members of staff can be integrated into the school so that education and teaching can occur more effectively. The social systems model is also useful in determining the value of the school and individual behaviour, including important concepts such as effectiveness, purposefulness, ability, satisfaction and staff morale at the school.



The importance of the social systems model is that the behaviour of an individual is not an isolated aspect or facet, but that human behaviour should always be viewed in conjunction with the school. This view imposes certain demands on the leadership task of the school principal, in order that staff objectives and school objectives can be correlated so as to realise education and teaching as communal objectives (v.d.Westhuizen 1991:86).

The primary aim of education is to enable the individual to function in society. Working to promote good societal values and a healthy society, the school should promote not only those qualities necessary for survival, but also those qualities necessary for a healthy society. The school should intentionally arrange itself so that learning takes place primarily in a community context. Learners should be taught to collaborate on learning

tasks rather than compete with one another. Team projects, peer tutoring, group rewards and discussion of community problems should have priority even while encouraging the development of individual talents (Sergiovanni and Starratt 1993:136-137).

The social systems model sees leadership and management as a process that occurs within a social system. It holds that schools are institutions that have purpose, and that are established to perform certain functions and are legitimised by client groups on the basis of those functions. For example, a school offers education to the clientele/community it is serving to help them develop a good understanding of life and also to contribute towards the spiritual, mental, moral and physical development of the community. The social systems theory holds that schools are structural institutions striving to achieve their goals through various activities and that staff roles are established with appropriate role descriptions. The theory further holds that schools are normative, that is to say roles in schools serve as norms for the behaviour of those who serve those roles (Sergiovanni and Starratt 1983: 48-49).

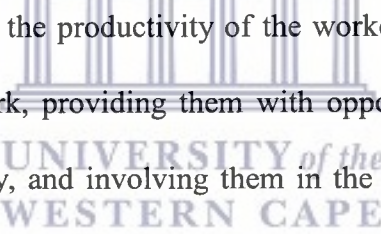
The leadership and management style of many primary schools in Namibia presents a problem in that it denies parental involvement in the planning, goal-setting, decision-making and general organisation of the school. The leadership and management culture of many school principals in Namibia have not changed from an undemocratic and closed system of management which denies school staff, learners, parents and other stakeholders in education an active participation in the decision-making and management of schools. This results into school staff, learners and parents not owning the goals and mission of the

school, hence not becoming committed to achieving the school goals. There is an outcry regarding poor parental involvement in the organisation of many schools in Namibia. The question that comes to mind is, what efforts do school principals make to ensure that they create a shared vision and mission to ensure that partners in education such as school staff, parents and other stakeholders are actively involved in the organisation of the school? It is a known fact that some communities in Namibia are less active and involved in the education of their children. It is therefore, necessary that school principals in such communities should make concerted efforts to involve parents and school communities in the decision-making and management of the schools.

The policy document for the Ministry of Basic Education and Culture: Towards Education for All (1993:41-42), says education should not only be organised around broad participation in decision-making and clear accountability for the leaders but should facilitate broad participation in making major decisions related to school programmes and the everyday organisation of the school. It is therefore, important that those school principals who still practice undemocratic principles of leadership and management change their approach to leadership and management and bring it in line with the democratic principles of leadership and management. This approach to leadership and management enhances participants' ownership of education programmes, promotes commitment in achieving school aims and goals, consequently leading to school effectiveness.

2.5 THE HUMAN RELATIONS MODEL

The human relations model to leadership and management puts emphasis on the effective functioning of the worker in an organisation as opposed to the scientific leadership and management style which puts emphasis on scientific principles and which centres on organisational procedures, rules and regulations. The greatest shortcoming of the scientific model was that staff and their needs were not recognised and that this caused most of the problems. The system theory suggests that organisations are made up of groups, which are social systems, that collaborate to achieve organisational and individual goals (Du Toit 1997: 24).



Elton Mayo (1949) believed that the productivity of the workers could be increased by meeting their social needs at work, providing them with opportunities to interact with each other, treating them decently, and involving them in the decision-making process. His classic research study at the Western Electric Hawthorne Plant during the 1920s gave testimony to these ideas (Sergiovanni and Starratt 1993:12-13).

Elton Mayo (1949) argues that in addition to finding the best technological methods to improve organisational effectiveness it is beneficial for the leader and manager to look into the human relations aspects of the workers. He claims that the real power centre within an organisation is the interpersonal relationships that develop within the unit. He further argues that the function of the leader within the human relations theory is to

facilitate co-operative goal attainment among followers, while providing opportunities for their personal growth and development (Hersey and Blanchard 1982:85).

The human relations style promised much but delivered little in many organisations. Its problems rested and still rests with the misunderstanding as to how this style of leadership and management should be effectively applied in an organisation. School principals should make sure that the human relations style of leadership and management does not make room or change to a *laissez-faire* leadership and management style where the principal has no authority; where school staff and learners do what they want at the school; a situation in which the school principal only sits down and watches what is happening in the school. This type of leadership is undesirable because it promotes anarchy, inefficiency and ineffectiveness in the school (Musaazi 1982:63).



2.6 AUTHORITARIAN VERSUS DEMOCRATIC LEADERSHIP

The classical/bureaucratic theorists felt that the concern to improve workers' performance should be task-focussed and authoritarian in nature, that is to say, leaders should lead their followers through instructions and commands, while the human relations theorists emphasised the human relations aspects represented by the democratic leader behaviour. These theorists argue that leaders should share their leadership responsibilities with their subordinates by involving them in the planning, decision-making and the everyday management of the organisation.

The difference in the two styles of leadership is based on the assumptions leaders make about the source of their power or authority and the workers. The authoritarian style of leadership is often based on the assumption that the power of leaders is derived from the position they occupy. This assumption is in line with MacGregor's theory X, which holds that the average person lacks motivation to work; he dislikes responsibility and prefers to be led; he/she is inherently self-centered and indifferent to organisational needs. The democratic style of leadership on the other hand assumes that the power of a leader is granted by the group he/she leads and that people can be self-directed, creative and productive at work if properly lead and motivated. This assumption is in line with MacGregor's theory Y which holds that people are not by nature passive or resistant to organisational needs, they become so as a result of experience in organisations. People have the potential for development, the capacity to assume responsibility and readiness to direct behaviour towards organisational goals. Management and teachers together have the responsibility for organising productive schools. The result is that, in the bureaucratic style of leadership which is autocratic and authoritarian, policies are determined by the leader. In the democratic style of leadership planning, decision-making and policies are determined in a participatory and collaborative manner (Dean 1986:108-109).

The leadership of many school principals in Namibia is still authoritarian and undemocratic in that school principals run their schools as their own empire. They see themselves as the arbiters of the fate of the learners and the school staff under their leadership. School staff, learners, sometimes even parents in these schools, are always at the mercy of the principal and don't dare question their decisions or make suggestions

unless invited to do so. In many cases, even though invited to make suggestions, their suggestions are often ignored. This culture of leadership based on authoritarian, closed-system and non-participatory principles of leadership and management often raises tension between the principal on one hand and the school staff members, learners and parents on the other. It brings about low teacher morale, less commitment from the school staff, learners and parents in achieving school goals. The dawn of independence in Namibia in 1990 came with the new culture of governance based on democratic principles and values, advocating an open system and a participatory style of leadership and management.

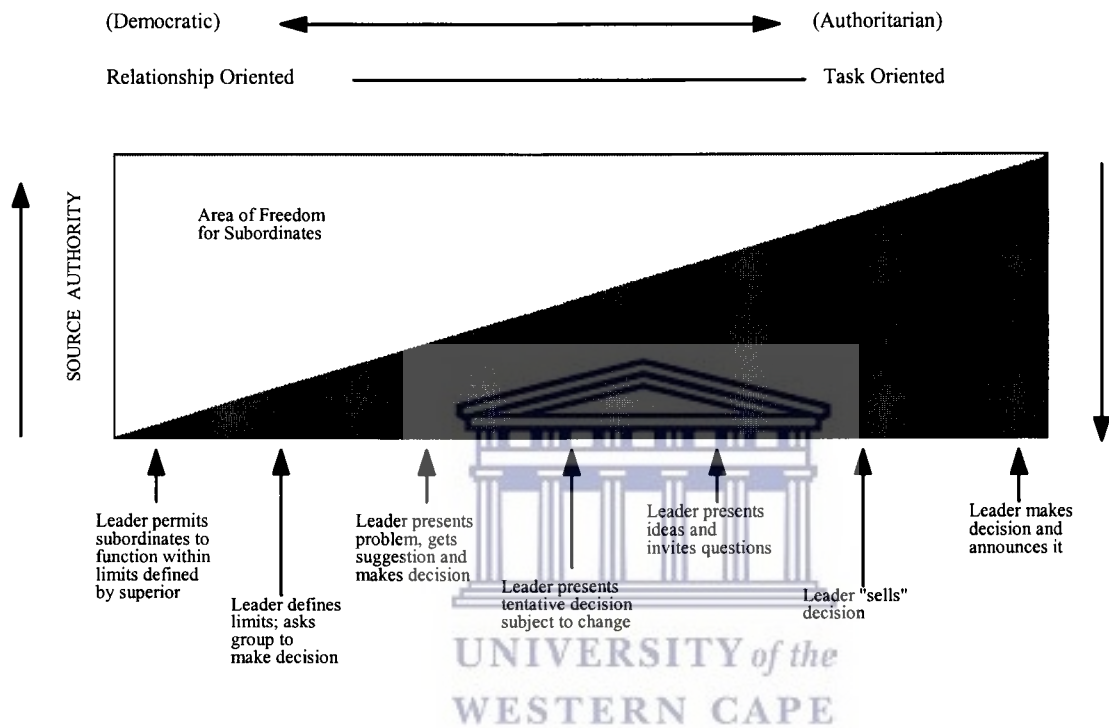
There is a need for school principals in Namibia, more especially those still practising undemocratic style of leadership, to change their leadership and management approach to bring it in line with the present government's new culture of governance based on democratic principles and values. School principals should endeavour to have shared vision and mission with school staff, learners, parents and other stakeholders to promote ownership and commitment in achieving school goals, consequently enhancing efficiency and effectiveness in the school.

2.7 THE CONTINUUM CONCEPT OF LEADER BEHAVIOUR

There are a wide variety of styles of leadership between the authoritarian and the democratic style of leadership. The continuum of leader behaviour by Tannenbaum and Schmidt (1957) depicted by Hersey and Blanchard (1982:86) shows a broad range of

styles as a continuum moving from an authoritarian style of leadership at one end to a democratic style of leadership at the other end as shown in their model below.

Figure1 : Continuum of leader behaviour model by Tannenbaum and Schmidt



Leaders whose style of leadership is authoritarian tend to be task-oriented and use their power to influence their followers. Those whose leadership style is at the democratic end tend to adopt a participatory and collaborative style of leadership. Sometimes this continuum is extended beyond a democratic style of leadership to include a *laissez-faire* style of leadership which permits followers to do whatever they want to do without policies and procedures established. The *laissez-faire* leadership and management style grants complete freedom to group or individual decision without the leader's participation

or direction. In such a situation one finds anarchy or chaos because people are left to do what they want (Musaazi 1982:63).

2.8 THE GRID CONCEPT OF LEADERSHIP

One other model of leadership/management available to a leader is the managerial grid developed by Robert Blake and Jane Mouton (1978). This model has been popular in clarifying the dynamics of the dimensions of organisational leadership. Its use is helpful in identifying the alternatives available to the leader for improving effectiveness in the school.

The grid has two axes, one indicates concern for people and the other concern for the task/ production. For the leader these two concerns do not remain isolated but interact with one another as he/she works with others. This interaction of the leader with the people on one hand, and the concern for production on the other hand, influences the leader's behaviour and management style in the process of leading the school as shown in Blake and Mouton's (1978) managerial grid (Owens 1981:155).

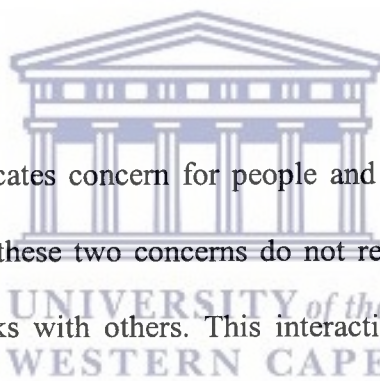
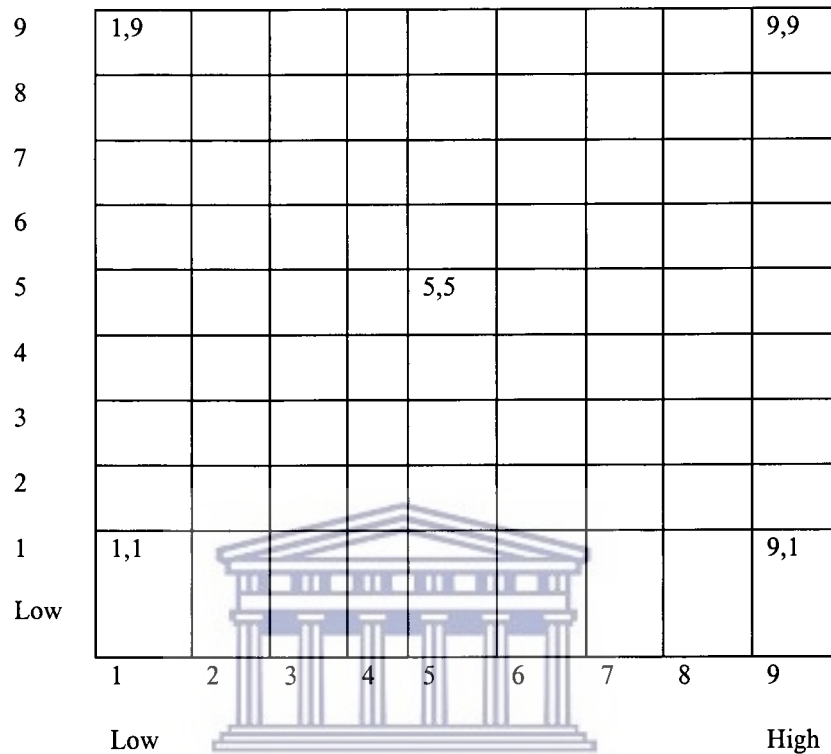


Figure 2 : The managerial grid of Blake and Mouton

Concern for

people

High



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1.1 Pattern (lower left of the grid) shows the principal with little concern for either the people or production. This principal is not involved in the school's affairs, his/her leadership contributes little to the school.

9.1 Pattern (lower right on the grid) shows the principal with little concern for the staff but showing more concern to getting work done. In many cases this principal takes the decisions alone and directs staff towards goals he/she has set.

5.5 Pattern (in centre of the grid) is that principal moderately concerned with both production and human relationship. This principal ensures school effectiveness through paying attention to staff performance and staff morale.

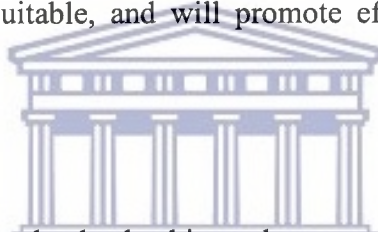
1.9 Pattern (upper left on the grid) is that principal who pays more attention to human relations with little concern to staff performance. This principal believes in giving attention to staff needs as the means to promote school effectiveness at the expense of work performance.

9.9 Pattern (upper right of the grid) is that principal who pays attention to both people and tasks in the school. This principal believes in the participatory and collaborative style of management. He/she believes that school effectiveness can be achieved through involving school staff in the planning process of the school, decision-making, goal-setting and the general management of the school. This principal believes in promoting team spirit in the school.

Blake and Mouton make it clear that in their view the 9.9 pattern of leadership which they consider to be participatory and a team approach is likely to promote effectiveness and yield optimum results in most schools (Owens, 1981:156).

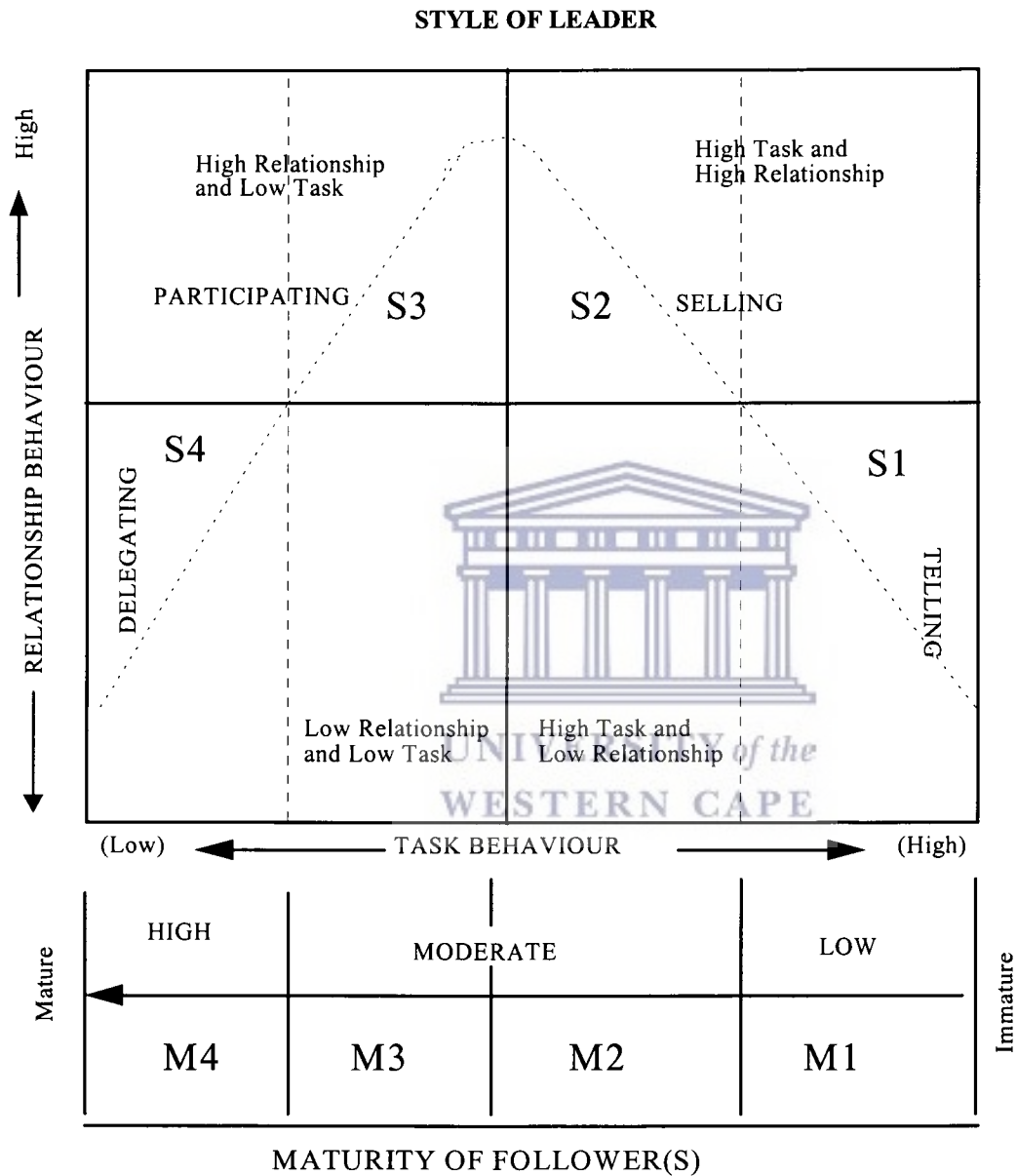
2.9 THE SITUATIONAL / CONTINGENCY MODEL

The contingency model of leadership believes that leadership is desirable in terms of a leadership style a leader adopts to suit a situation. The determining factor is the extent to which leader behaviour is directive (authoritarian), on one hand, and participative (democratic), on the other hand. The model suggests that there is no one universal best way to exercise leadership under all conditions, it suggests that it is necessary for a leader to assess the situational contingencies in selecting a style of leadership to adopt in a particular situation. In choosing a leadership style for example, a leader must go for a leadership style which is most suitable, and will promote effectiveness in a situation (Owens, 1981:157-158).

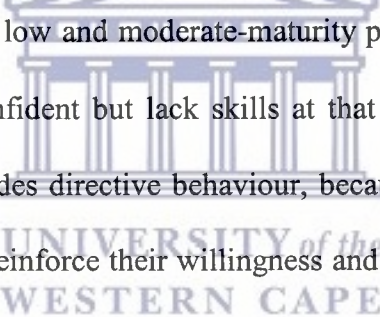


Fiedler (1969) et al. suggest that the leadership style one adopts with individuals or groups depends on the maturity level of that individual or group the leader is attempting to influence. They further suggest that situational leadership is based on an interplay among (i) the amount of guidance and direction (task behaviour) a leader gives; (ii) the amount of socio-emotional support (relationship behaviour) a leader provides; and (iii) the readiness ("maturity level") that followers exhibit in performing a specific task, function or activity. These variables of maturity should be considered only in relation to a specific task to be performed, that is to say, an individual or a group is not mature or immature in any total sense. All persons tend to be more or less mature in relation to a specific task, function, or objective that the leader is attempting to accomplish through their efforts (Hersey and Blanchard 1982:152).

Figure 3 : Situational/contingency model of leadership of Hersey and Blanchard



Each of the four leadership styles that is the telling, selling, participating and the delegating identified in the above diagram is a combination of task and relationship behaviour. For example, "the telling style of leadership" is for the low-maturity people who are unable and unwilling to take responsibility for doing something, and are not competent or confident. In many cases, their unwillingness is a result of their insecurity regarding the task. Thus a directive and telling leadership style that provides clear and specific directions and supervision has the highest probability of being effective with individuals at this maturity level. Through this style the leader defines roles and tells people what, how, when and where to do various tasks.

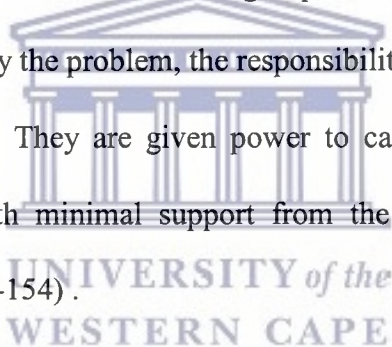


The selling leadership style is for low and moderate-maturity people who are unable but willing to take responsibility, confident but lack skills at that time for the job. Thus a selling leadership style that provides directive behaviour, because of the lack of ability, but also supportive behaviour to reinforce their willingness and enthusiasm appears to be most appropriate with individuals at this maturity level. Through the "selling" style of leadership the leader provides direction while maintaining two-way communication with the followers and tries to influence them to go along with his/her behaviour.

The participating style of leadership is for moderate to high-maturity people. Individuals or groups at this level are sometimes able but unwilling to do what the leader wants. Their unwillingness is often due to their lack of confidence or insecurity. If they are competent but unwilling, their reluctance to perform is more of a motivational problem than a security one. In either case, the leader needs to open the door (for two-way

communication and active listening) to support the followers' efforts to use the ability they already have. Thus a supportive, non-directive and participatory style of leadership has the highest probability of being effective with individuals at this level. Through the participatory style of leadership the followers share in decision-making with the main role of the leader being communicating and facilitating the process.

The delegating style of leadership is for the high maturity people. Individuals or groups at this level are both able and willing or confident to take responsibility. Thus a low profile delegating style of leadership which provides little direction or support, has the highest probability of being effective with individuals or groups at this maturity level. Even though the leader may still identify the problem, the responsibility to carry out activities is given to these mature followers. They are given power to carry out activities and be responsible for their actions with minimal support from the leader where necessary (Hersey and Blanchard 1982:152-154).

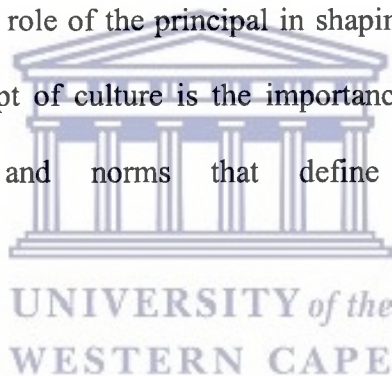


2.10 SCHOOL CULTURE

Effective principals are mindful that the performance and productivity of their school is greatly influenced by the culture of the school. Schein (1986:224-225) says effective managers serve as the primary shapers and communicators of organisational values. They influence the organisational culture by what they pay attention to; how they handle crises and critical episodes and how their own behaviour serves as role model. Cultural values developed over a long time, serve to stabilise the group, and are in most cases resistant to

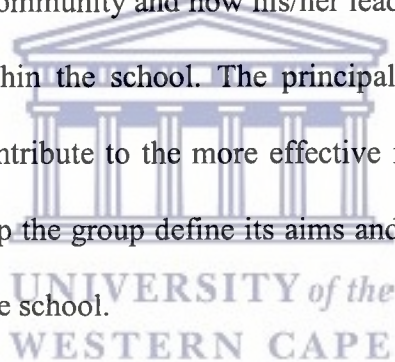
change. Shared values give an organisation a sense of direction so that individual staff see how to fulfil their professional goals in relation to the organisational goals. Organisational values provide a profound sense of meaning to staff work. School staff perform their work according to the influence of the school culture. It is important for a school culture to match the district, region and indeed the culture of the country. It is sometimes not easy to change this culture overnight, however, a good school culture is the one which allows the school to grow, improve its operations and operate in line with the operations of its environment and the national culture.

Bates (1981) commenting on the role of the principal in shaping school culture said the main thing regulating the concept of culture is the importance of collective ideology, shared values, sentiments, and norms that define acceptable behaviour (Sergiovanni, 1995:95).



The cultural framework of an organisation/school can affect the operational style of a school. For example, a bureaucratic framework is in many cases conservative, traditional, and hierarchical, which emphasises school rules and regulations and impersonal organisational relationship. A democratic framework on the other hand is characterised by good working relationships, shared values, vision and goals. The participatory approach to management encourages school/staff to own the decisions and goals of the school, and to become committed to achieve the school goals.

A challenge for school principals in Namibia is to ensure that their leadership and management styles are in line with the democratic principles of leadership and values. School principals should therefore ensure that the vision and mission for their schools is shared with their school staff, learners, parents and other stakeholders. They should promote a participatory leadership and management style, team spirit and openness which enhances ownership and commitment among partners in education in their endeavour to achieve school goals. Musaazi (1982:61) says, leadership is a social process and a shared responsibility between the principal and his/her staff, parents and learners. He maintains that school leadership is determined by the way the principal relates to his/her staff, learners, parents and the school community and how his/her leadership is able to promote mutual working relationship within the school. The principal, therefore, is seen as a person who has something to contribute to the more effective functioning of the group, based on what he/she does to help the group define its aims and objectives, and promote efficiency and effectiveness in the school.



2.11 DEMOCRATIC LEADERSHIP

Democratic models range from a democracy where the leader shares power with a limited number of senior colleagues to a democracy where all members have an equal voice in determining policy. Democratic models assume that organisations determine policy and make decisions through a process of discussion leading to consensus. Power is shared among some or all members of the organisation who are thought to have a mutual understanding about the objectives of the organisation. To investigate the importance of

ensuring that teachers participate in decision-making of the school, Davies (1983) as quoted by Bush (1986:52-35) conducted research among fifty-one heads of departments which showed that they had a strong desire to participate in the decision-making process in their schools. Research findings revealed that such teachers enjoy a considerable amount of discretion and autonomy in their classroom. Their understanding and support of the education policy and programme is important to them to implement the policy and programme meaningfully and as required.

Watts (1976) as quoted by Bush (1986:57) stresses the significance of agreed goals as a basis for the accomplishment of these goals. Agreement on goals therefore, is central to the ethos of the democratic model.



Caldwell and Spinks (1988) state that it is essential to adopt a collaborative approach if school plans are to be realised in practice. The 1970s and 1980s research results indicate that there must be a sense of corporate ownership of both what is intended and the strategies to achieve those intentions for schools to realise their plans.

Little (1981) and Rosenholtz (1989) provided compelling support for the importance of collegiality and building a professional culture of teaching on one hand and enhancing commitment and performance on the other. Both researchers found that the kind of leadership principals provided, had influence on the collegial norm structure of the school. Rosenholtz found that teachers in high collegial schools described their principals as being supportive, and as considering problems for individual teachers to be of concern.

Teachers and principals in less collegial schools, by contrast, were reported as being isolated and alienated. Little, in her research found that norms of collegiality were developed when principals communicated expectations for teacher co-operation and provided a model for collegiality by working with teachers in improving the school (Sergiovanni, 1995:135-136).

The democratic, collaborative and collegial styles of leadership have strong similarities in that they all stress the importance of the participatory/collaborative approaches to management if a school wants to be effective in achieving its goals. Democratic models of leadership are strongly normative, stressing the view which says leadership and management ought to be based on agreement. Their advocates believe that decision-making should be based on democratic principles and norms but do not necessarily claim that these principles actually determine the nature of management in action. Democratic models are formulated on values and beliefs but these values and beliefs may not be grounded in reality.

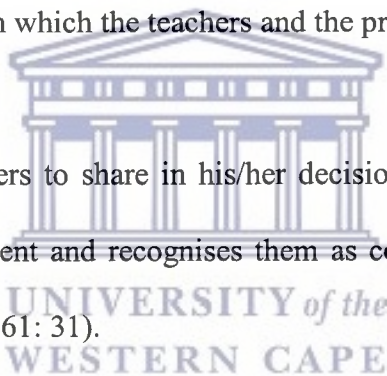
The duration of the democratic process may be a major factor in the relatively limited adoption of participatory approaches in schools, especially in primary schools. Namibia is one example. Most staff are engaged in classroom activities most of the day and have little time to attend to other things (Bush, 1986:62).

Sergiovanni (1995:173-174) suggests that shared goals and purposes, and agreed upon decisions and programmes are the nerve centre of successful schools. They provide the

necessary signals, symbols, substance, and direction needed for co-ordinated actions to achieve quality education.

Reeves (1975:25) states that the principal is the key to the successful school. The principal's office carries with it leadership responsibilities for organising, planning, directing, controlling and co-ordinating staff efforts in the development of an effective instructional programme. Bassett (1961) further states that effective leadership in schools is normally executed by the principal when his/her job is work-groups centred. He/she also sees his/her job as helping teachers to get on with the job and in this way finish set-tasks depending on the situation in which the teachers and the principal find themselves.

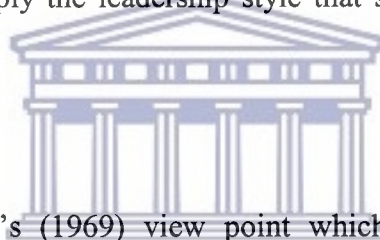
The principal who permits teachers to share in his/her decision-making is letting them know he/she values their judgement and recognises them as colleagues in the common educational endeavour (Basset, 1961: 31).



Successful leadership is related to the extent to which goals and objectives are being realised by groups or teams. The measure in which these are realised can be described as successful or unsuccessful. If a specific endeavour was successful but the leader's style and behaviour was not in accordance with his/her followers, groups or teams' expectations, the followers may well carry out their assignments with a high degree of resistance. The leader and group/s might have been successful in relaying their goals and objectives, but as a team they are ineffective. If the goals are realised successfully to everyone's satisfaction that every team member is willingly committed to doing his/her

share, the endeavour is both successful and effective, the leadership style and behaviour are both successful and effective (McCann, 1996:64-65).

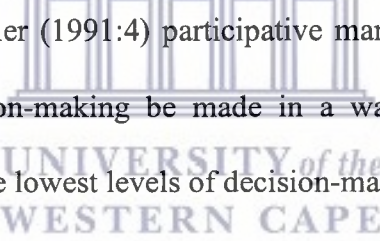
Cawood (1982:43) expands on the latter and says, effective leadership depends on both the follower's or group's attitude or the level of task efficiency and the balanced task or relationship behaviour of the leader. Hersey and Blanchard (1982:133) declare that a leader's effectiveness is the result of the leader's application of a style which synchronises or is in harmony with the requirements as set by the situation. The above factors suggest that the key to leader effectiveness is the leader's ability to diagnose the situation or environment successfully and apply the leadership style that suits the situation and the task (McCann 1996:64-65).



The researcher supports Fiedler's (1969) view point which suggest that leadership depends on variables such as situational favourableness, task specificity, leader-member relations, leader personality and group or individual maturity. He also believes in the ability of a leader to diagnose the situation successfully and apply the leadership style that suits the situation. He believes that a good leader should possess a repertoire of leadership skills that will enable him/her to manage different situations in a school. Since situational variables are ever changing in the world of today be it in schools in Namibia or elsewhere, school principals in Namibia and their managers should therefore, be exposed to pre-service leadership and management training, and continuous in-service training courses in leadership and management theories and principles to enable them to manage the ever changing situations in their schools.

2.12 EFFECTIVE SCHOOL MANAGEMENT

Everard and Morris (1990:4) state that school management is not carrying out a prescribed task in a prescribed way but has to do with the carrying out of five basic functions. These are: (i) setting direction, aims and objectives; (ii) planning how progress will be made or a goal achieved; (iii) organising available resources (people, time, materials, finances) so that the school goals can be economically achieved in the planned way; (iv) controlling the process (i.e. measuring achievement against the plan and taking corrective action where appropriate); (v) setting and improving school standards.



According to Plunkett and Fournier (1991:4) participative management is a philosophy that demands that school decision-making be made in a way that allows input and responsibility to be extended to the lowest levels of decision-making in the school. This is done to ensure that responsibility is vested in teams or individuals and also to allow them to own the decisions and get committed to achieve the objectives of the decisions made. Empowerment is a means to encourage and achieve participative management, in other words empowerment enhances and forms the basis of the participatory management philosophy (McCann, 1996:72).

Caldwell and Spinks (1988:36) say collaborative school management integrates goal-setting, need-identification, policy-making, planning, budgeting, implementation and evaluation. The approach secures the involvement of staff, students and the community.

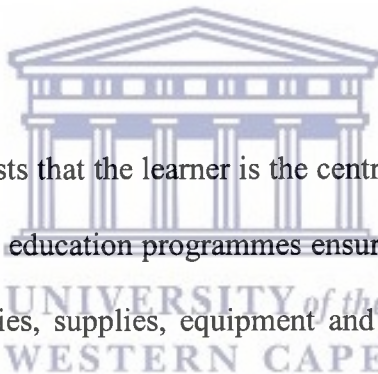
The focus is on the central functions of the school, learning and teaching are conducted accordingly, and management of school programmes correspond to the patterns of work in the school.

2.13 COLLABORATIVE SCHOOL MANAGEMENT

Caldwell and Spinks (1988:50) see a collaborative style of management to be a more effective approach because it benefits the students, the principal, and other educational leaders such as school board and school committee members.

(i) **Benefit to students**

The collaborative approach suggests that the learner is the centre of learning and teaching activities. The implementation of education programmes ensures that all resources (such as teachers, time, physical facilities, supplies, equipment and services) reflect plans to achieve priorities in programmes for learning and teaching. These programmes represent the school's approach to organising and implementing learning and teaching. These policies, goals and needs reflect the interest of the school community as well as society at large. There is provision for the involvement of students in the planning of the school programmes, decision-making and in the implementation of the education programmes, especially in secondary school.



(ii) **Benefits to the principal and other educational leaders**

Collaborative school management is a systematic approach to policy-making, planning and decision-making which constitutes a framework wherein the principal can exercise his/her role as an educational leader in the school, that is, work with and through others to ensure that school goals are set, needs are identified, policies are formulated and plans are devised for the implementation of policies. In the policy process the principal may serve as policy-planner, implementor and/or policy evaluator. As a leader and the executive officer of the policy groups, the principal invariably has responsibility for ensuring that the process works smoothly. As a leader of the school the principal serves as a co-ordinator, motivator and source of information for the entire school community.

This approach provides a framework within which the higher order functions of leadership can be exercised namely, working with and through others to build the enduring school culture which is quite important if excellence in schooling is to be attained. The approach provides a framework wherein the development of educational leaders is fostered through programme teams and the various working parties involved in different programmes of the school.

(iii) **Benefit to teacher**

Collaborative school management gives teachers a role in management which focuses on the primary reason for their employment, namely the education of children. The role of

the teacher in school management is largely unsatisfying if it is limited to the more routine aspects of administration.

The approach ensures that all teachers have the opportunity to contribute according to their expertise and stake in the outcomes of the decision-making process. This benefit is assured through the focus on policy-making processes and planning for the programmes which correspond to the way in which teachers organise their time and energy. The approach provides a framework wherein teachers, working in programme teams, can make a substantial contribution to the decisions concerning the allocation of resources in their teaching areas.

2.14 APPROACHES TO EFFECTIVE SCHOOL LEADERSHIP



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Bush (1998:3) says the International School Improvement Project (ISIP) in the 1980s made an important contribution to our understanding of why schools differ and how improvement can be generated. It has become received wisdom that the quality of the principal is one single variable in school effectiveness. A well-led and managed school according to the study has the following qualities:

- (i) It provides excellent leadership and clear sense of direction; has a clear vision for the school, based on values and beliefs; actively shapes the culture and ethos of the school; thinks and plans strategically; encourages quality and high expectations and discourages complacency.

- (ii) It has a consultative, listening style, is decisive and forceful but not dictatorial; it is open to other people's ideas; and is easily accessible to staff.
- (iii) It motivates staff; displays enthusiasm and optimism; is positive and constructive; often expresses appreciation to staff and celebrates special achievements.
- (iv) It models professional behaviour and is prepared to help out; it takes ultimate responsibility and thereby makes staff feel secure; supports teachers in crisis; protects from external interference; and is supported by staff.
- (v) It is well organised; it is in touch with events at the school; keeps abreast of new developments; prepares staff for future developments and avoids crisis management; strongly supports and regularly participates in staff management and development; has a regular structured dialogue with school staff.
- (vi) It often communicates personally with learners; is regularly seen around the school; and is directly involved with pupils.

Sergiovanni (1995:151) and Bush (1998:3) emphasised that effective schools which are often a result of effective school leadership, are characterised by high agreement among staff as to the setting of school goals and purposes, a clear sense of vision and mission,

and active participation of staff in decision-making and the general management of the school.

Effective school leadership promotes a feeling of empowerment among teachers which contributes to ownership and increases commitment and motivation to work. When teachers feel disregarded and their contribution does not mean something to the school, they perform with reduced commitment, and undesirable behaviour.

It encourages teachers and other professional staff to be responsible. Responsibility upgrades the importance and significance of a staff member's work and provides a basis for recognition of his/her success.

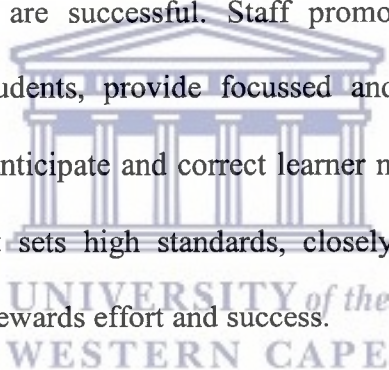


It encourages teachers to be accountable for their decisions. Accountability is related to empowerment and responsibility. It provides for a healthy measure of excitement, challenge and importance that raises the commitment for accomplishing the task.

Effective school leadership makes an effort to serve all students/learners, locate support networks to assist them, involves them in school affairs, honours learner performance and gives attention to their welfare. It involves students in many of the activities of running the school. Teaching and learning needs are given priority and an atmosphere of cooperation and trust is created through a high level of interaction between students and teachers.

Learner development and the provision of well-rounded academic programmes are the primary goals of an effective school leadership. It addresses higher as well as lower-order cognitive objectives, provides an enriched environment through a variety of opinions, has an active co-curricular programme, provides in-depth coverage of content, and appropriately monitors student/learner progress and provides feedback.

Effective school leadership has a normative structure that supports instructional programmes. Its programmes are designed to ensure academic success and to minimise academic problems. Teachers and administrative staff work to ensure that academic programmes run smoothly and are successful. Staff promote good communication between themselves and the students, provide focussed and organised instructional sessions adapted to their needs, anticipate and correct learner misconceptions, and use a variety of teaching strategies. It sets high standards, closely and regularly monitors performance and recognises and rewards effort and success.



Effective school leadership has a clear organisational personality characterised by stated mission, goals, values and standard of performance. It has a sense of order, purpose and direction fostered by consistency among teachers, an atmosphere of encouragement from the staff, a balanced work and human-centred environment. It creates a working environment that is open, friendly and culturally inviting and accommodative.

Effective school leadership strives to create a professional environment for teachers that facilitates the accomplishment of their work. Teachers participate in decisions, have

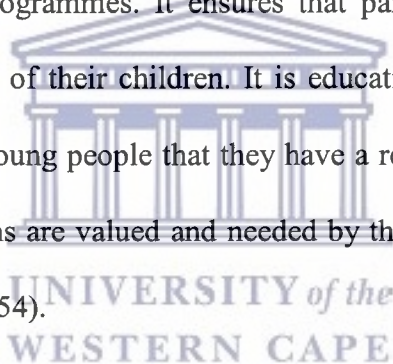
control over their work and share a sense of purpose. The community is seen as part of the organisation and is treated with respect and dignity by the staff. Teachers work together as colleagues to carry out instructions/programmes and to refine teaching practices.

The teacher evaluation system is used to help teachers improve their skills. In-service is practical, on-the-job training, tailored to meet the specific needs of staff members. The emphasis is on the exchange of practical teaching techniques and on making them an integral part of a collaborative educational environment. Teachers and administrators are provided with ample staff development opportunities to help them develop their skills and are encouraged to reflect on their practices.

Instructional leadership does not depend solely on the principal. Effective school leadership understands and uses appropriate leadership style, solves problems through collaboration, team or group decision-making, knows its staff members and delegates authority, communicates and builds cohesiveness, and recognises both staff and learners' good work and accomplishments. While no single leadership style dominates, effective leadership features include setting and maintaining direction for the school and facilitating the work of teachers by adopting a wide range of support. Involving members of staff, school committees and/or school board members in the process of developing goals, mission and values of the school, allows decisions to be made with input from those to be affected by the decision.

Staff members in effectively-led schools do not accept defeat. They turn their problems into challenges, design solutions and implement them. They execute their tasks with commitment, creativity, persistence and professionalism. Resources such as time, facilities and staff expertise are utilised to maximum advantage to facilitate the process of teaching and learning.

There is partnership between the school and the community. Effective school leadership establishes a variety of methods for communicating as well as working with parents and the community. Parents and the community are involved in the planning, developing and the implementation of school programmes. It ensures that parents are involved in all aspects concerning the education of their children. It is educative to parents and to the community it serves. It teaches young people that they have a responsible part to play in society and that their contributions are valued and needed by their society and the world at large (Sergiovanni, 1995:151-154).



To enhance democracy and promote participatory leadership and management in education in Namibia the Education Act, Act No.16 of 2001 makes provision for the establishment of bodies such as (i) the National Advisory Council on Education, a national body which will advise the Minister on educational matters; (ii) Education Forums, bodies which will advise the Minister, regional councils and local authority councils on matters concerning education; (iii) School Boards, bodies which will work with school leadership and management in developing school missions, goals and objectives at every State school. School boards will advise the school management on the

extra-mural curriculum of the school and advise the education director on educational needs and the curriculum (Government of the Republic of Namibia, Education Act, Act No. 16 of 2001: 7-15).

2.15 CONCLUSION

The review of literature indicates that various studies have been carried out to try and determine leadership models and styles leaders/school principals could adopt to promote organisational effectiveness. For example, the classical theorists Max Weber (1947) et al. emphasised the rule of law, impersonal relationships, unit of command and specialisation as the basis for promoting organisational effectiveness. The human relations theorists Mayo (1949) et al. argue that the human relations aspects are important if a leader wants to promote effectiveness in an organisation. The democratic theorists Fiedler (1978) et al. argue that the power of a leader is granted by the group he/she leads and that people can be self-directed, creative and productive at work if properly led and motivated. They emphasise a participatory and collaborative style of leadership in decision-making, planning and goal-setting as a means of enhancing goal ownership and commitment towards achieving school goals among the staff, and consequently promoting school effectiveness.

The grid model of leadership emphasises the leadership style which gives attention to both task accomplishment and the human relations factors while emphasising the importance of working as a team. Supporting this argument Musazi (1982) sees

leadership to be a shared responsibility between the leader and his/her followers. He further maintains that leadership does not exist in isolation, but is related to interpersonal relations and group operations. Leadership emerges as a group phenomenon and the leader/principal becomes a person who has something to contribute to the effective functioning of the staff which helps the school achieve its objectives and goals effectively. The contingency model whose leadership principles are based on the democratic models supports the view of the grid model of leadership but further suggests that the leader/principal needs to access the situational variables in order for him/her to be able to apply the leadership style which suits the situation.

Coming back to the Namibian situation one can say that not much has been done in relation to conducting research into school leadership. What the researcher remembers as an official of the Ministry is that there have been a number of meetings and workshops conducted by education authorities and/or contracted consultants to sensitise school principals about their roles. The Ministry has issued education circulars and directives highlighting procedures based on democratic principles and values to be followed by school principals. For example, in 1995 the Ministry issued a directive named **"Improving Educational Quality through Partnership"** to encourage school leadership to promote participatory school management. This directive proposed the creation of a Regional Educational Forum in every education region, consisting of an advisory committee in every circuit or constituency, a school board for every school and that every school should have a management committee. However, it is quite evident that not every education region, circuit/constituency and school has these proposed structures

in place. Research to try and find out the factors and reasons why school principals are not changing their leadership styles as required for schools to be successful is necessary for the Ministry to address the problem. This research study therefore, hopes to come up with results and recommendations which will inform the Ministry and help it to address this critical leadership problem during this transitional period of Namibian education.

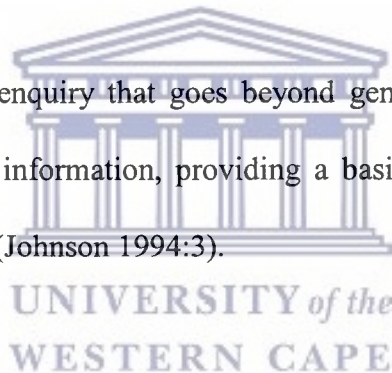


CHAPTER 3 RESEARCH METHODOLOGY AND DESIGN

3.1 INTRODUCTION

Research may be defined as the systematic and objective analysis and recording of controlled observations that may lead to the development of questions, principles or theories resulting in prediction and possibly ultimate control of events. It is a more systematic activity that is directed towards discovery and the development of an organised body of knowledge (Best and Kahn 1989:17).

It is a focussed and systematic enquiry that goes beyond generally available knowledge to acquire specialised and detailed information, providing a basis for analysis and elucidatory comment on the topic or enquiry (Johnson 1994:3).

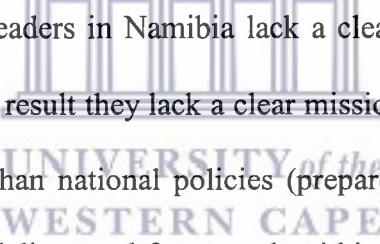


It is a systematic structure of investigation, usually resulting in some sort of formal record of procedures and report of results or connections. It is a process of arriving at dependable solutions to problems through the planned and systematic collection, analysis and interpretation of data. It is a most important tool for advancing knowledge, for promoting progress, and for enabling people to relate more effectively to the environment, to accomplish their purpose and resolve conflicts (McCann 1996:22).

3.2 BRIEF OUTLINE OF THE RESEARCH PROBLEM TO BE INVESTIGATED

The study investigates how the leadership and management of primary schools respond to the new culture of governance based on democratic principles and values articulated by the Namibian Government. How primary school principals set out their school vision, mission and goals, and who gets involved to ensure commitment in achieving school goals. It also looks into the role primary school principals' leadership plays in promoting efficient and effective school management in primary schools.

3.3 BRIEF HISTORICAL BACKGROUND



The majority of primary school leaders in Namibia lack a clear vision in the leadership and management of their schools, as a result they lack a clear mission and goals to pursue. In most cases schools do not go further than national policies (prepared by Head Office) which are supposed to serve as national guidelines and framework within which schools should develop their school vision, mission, goals and policies (A Report on Sensitisation Seminar on Management of Basic Education in Namibia, Windhoek 1992:12).

To address this situation efforts are being made to equip primary school principals with the necessary skills to enable them to lead and manage their schools efficiently and effectively. For example workshops focussing on school leadership and management in many cases co-ordinated by the National Institute of Educational Development (NIED) are being organised at national level. In some cases use is made of a cascade model in which school inspectors and a

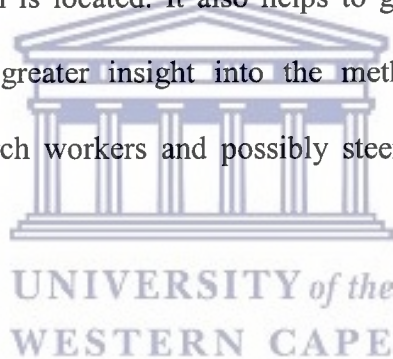
selected number of school principals are trained to go and train their colleagues in leadership and management issues (Ministry of Basic Education and Culture, Annual Report 1998:9).

Ministries in Namibia, co-ordinated by the Ministry of Regional, Local Government and Housing and the National Planning Commission's secretariat started developing a plan to decentralise some of their activities including education activities to Regional and Local Authorities from the year 2000 onwards. In 2001 for example, a director was appointed to co-ordinate the decentralisation programme. Implementation plans outlining the formation of Regional and Local Authority structures and the funding of such structures were developed. The objective of this exercise is to give people at grassroots levels the opportunity to exercise their democratic right in the decision-making process in matters that concern them. This exercise points to the fact that in the near future institutions such as schools will be more required to lead and manage their affairs. To be able to do this, school leadership and management will need to understand their roles and be able to execute them effectively for their institutions to operate efficiently and effectively (A Decentralisation Policy for the Republic of Namibia 1997:32).

The principal with good leadership qualities provides excellent leadership and a clear sense of direction, has clear vision, thinks and plans strategically, encourages quality and high expectations for the school (Mauriel 1989:6).

3.4 RESEARCH METHODS

A literature review was done to provide a theoretical framework for the research. In the literature review the researcher looks at the views and opinions of national and international authors and researchers on the qualities needed for efficient and effective primary school leadership and management. The literature review gives the researcher an understanding of previous research work that has been done. A review of literature in educational research provides the researcher with the means of getting to the frontier of the particular field of knowledge in which the research is located. It also helps to guide and give direction to the researcher. It gives him/her a greater insight into the methods, measures, subjects and approaches used by other research workers and possibly steer him/her clear of the pitfalls (McCann 1996:26).

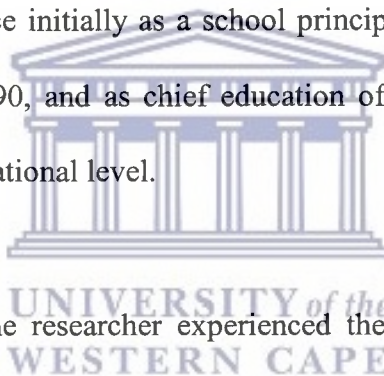


This study uses qualitative research methods to assess and examine the effectiveness of primary school principals' and middle managers' leadership and management styles and practices in the primary school set-up. Qualitative study leaves open the possibility to change, to ask different questions, and to go in the direction that the observation may lead the experimenter. It is more open and responsive to its subject while quantitative study on the other hand is based more directly on its original plans (Best and Kahn 1989:89-90).

Unlike quantitative inquiry with its pre-specified intent, qualitative inquiry is (i) evolutionary with a problem statement, (ii) a design, (iii) interview questions and (iv) interpretations

developing and change along the way. The openness of qualitative inquiry allowed the researcher to approach the inherent complexity of social interactions and to do justice to that complexity, to respect it in its own right. A qualitative researcher avoids simplifying social phenomena and instead explores a range of behaviour resulting from interactions. Throughout the research process the researcher assumed that social interactions are complex and that he/she would uncover some of the complexity during the research process (Glesne and Peshkin 1992 : 6-7).

The researcher also used his current assessment of the school leadership and management in Namibia, accessing his experience initially as a school principal in the period 1981 to 1983, inspector of schools 1984 to 1990, and as chief education officer at regional level 1991 to 1995, and from 1996 to date at national level.



During the interview process the researcher experienced the uniqueness of the qualitative approach as interviewees responded to questions. He realised that the conversations brought up richer experiences as interviewees continued expressing themselves. Some interviewees brought up very factual information based on their experiences.

3.5 SCHOOLS AND SCHOOL PERSONNEL INVOLVED IN THE STUDY

The research study was carried out in the Windhoek Education region's urban and rural primary schools. The reasons for choosing this education region for the study was that it was the region within which the researcher's work station (Windhoek) is based. For this reason

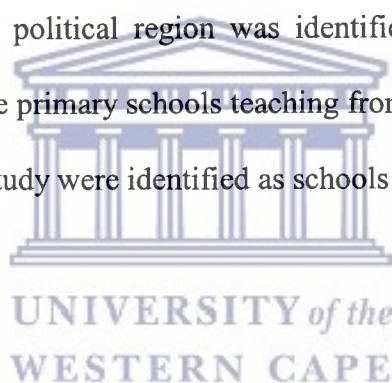
distance from where the researcher lives to schools where the study was conducted was shorter minimising transport and accommodation costs. The shorter distance made it easy for the researcher to go back to the school to verify certain data where and when necessary. The other reason was that the Windhoek Education region is made up of three political regions, the Khomas region which has the most advantaged schools and the Otjozondjupa and Omaheke regions which have the most disadvantaged schools similar to many other formerly disadvantaged schools in the country. Two primary schools in each of the formerly disadvantaged areas of Otjozondjupa and Omaheke political regions were identified for the study. Two in the formerly advantaged and two in the formerly disadvantaged areas of the Khomas political region. Eight primary schools in the Windhoek Education region, were therefore, identified for the study. An average of one primary school principal, three middle managers composed of a deputy principal/s and heads of departments and one senior teacher per primary school participated in the study. The researcher tried to ensure that all sexes were represented when selecting teachers who participated in the study where possible. An average of five school staff per primary school participated in the study. In addition to the total of 38 primary school staff who participated in the study, six school inspectors also participated bringing the total of participants to 44.

3.6 IDENTIFICATION OF SCHOOLS FOR THE STUDY

The researcher, working together with the school inspector identified by the Windhoek Education region to be the contact person for the researcher, identified two schools per political region with not less than 800 learners and not more than 1 200 enrolment. Managerial

positions in Namibia are determined by school enrolment therefore, schools in the identified category of enrolment qualified to have managerial staff required for this study. Namely a primary school with a principal, deputy principal, two or more heads of departments, and a number of senior teachers. One other reason was that the managerial staff of the primary schools with enrolment within this category have a more or less similar work-load.

However, the researcher working together with the school inspector, found only one primary school in the Omaheke political region with an enrolment matching the identified category. For this reason one primary school with enrolment of 431 which seemed to be the next biggest primary school in the Omaheke political region was identified. All the identified primary schools for the study are complete primary schools teaching from grade 1 to grade 7. The eight primary schools involved in the study were identified as schools A to school H.



3.7 PROCEDURE

The interview study involved the more qualitative and analytical in-depth study of the leadership and management of the identified primary schools. It was hoped that the in-depth study conducted in the eight identified primary schools would reflect the leadership and management practised in most primary schools in the country. The interviews were semi-structured. For the sake of the study the following stakeholders were identified for the analytical study, eight primary school principals, 22 middle managers composed of deputy principals and heads of departments, eight senior teachers, and six school inspectors. The targeted number of interviewees was 44 in total.

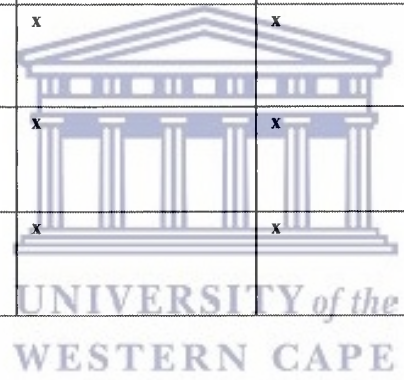
An initial investigation involved the observation of the school leadership and management practices on site and in official reports on school management. The researcher investigated school documents such as minutes of staff meetings related to policy formulation, school planning such as setting school vision and mission, school goals, decision-making related to subject allocation and other instructional programmes, disciplinary problems, school committee meeting minutes and general school welfare activities.

An interview is a face to face encounter between an interviewer and a respondent or a group of respondents. It is an oral communication between the interviewer and interviewee/s with the purpose of collecting data. This method of data gathering was considered most suitable for this study because it promoted face to face encounter and dialogue between interviewer and interviewee allowing the interviewer an opportunity to ask probing questions with the aim of getting a deeper understanding of the researched situation as the interview continues. The researcher used a tape-recorder to capture the opinions and concerns of interviewees. Research has shown that the very presence of the interviewer effects the responses he/she gets (McCann 1996:27). In his introduction remarks therefore, the researcher encouraged interviewees to give the information they know about the question and introduced himself as a researcher only without referring to his position in the Ministry.

The researcher asked questions related to themes reflected in the schedule following hereon to primary school principals, middle managers composed of deputy principals and heads of departments, teachers and inspectors of schools. The researcher felt that this approach would to

a greater extent give him a full picture of what was taking place with regard to primary school leadership and management in Namibia.

Information	principal	middle managers (d.principals & H.O.Ds.)	teachers	inspectors
vision & goal-setting	x	x	x	x
Decision-making	x	x	x	x
communication	x	x	x	x
commitment	x	x	x	x
leadership & management style	x	x	x	x
resource management	x	x	x	x
instructional leadership	x	x	x	x
professional development	x	x	x	x



Part A of the questionnaire comprised questions that were answered by school principals only. Questions in this part sought to obtain information from the principals of the identified primary schools related to the leadership and management of their schools.

Part B comprised questions that were answered by middle managers (deputy principals and heads of departments), teachers and school inspectors. Questions in this part sought to obtain information from the respondents on leadership and management practices at their schools and other primary schools in the country, and the suggested possible alternatives to enhance good

leadership and management which would consequently promote efficiency and effectiveness in primary schools in Namibia.

3.8 ADMINISTRATION

The researcher wrote a letter to the Regional Education Director of the Windhoek Education region asking for permission to conduct a research study in his region. In the letter the researcher spelt out the purpose of the study to try and give the director a better understanding of the study. After obtaining permission to conduct the study the researcher asked the regional education office to identify a sub-coordinator with whom he could work quite closely during the research study.

The researcher and the school inspectors identified the primary schools in which the study was conducted in the three political regions of the Windhoek Education region. The researcher acted as the co-ordinator of the study. He was directly involved in conducting the interviews.

After these arrangements the researcher wrote a letter to each of the identified primary schools informing them about the study to be conducted in their schools. In this letter the researcher spelled out the purpose of the study to give principals and school staff of the identified primary schools a better understanding of the study. The researcher asked the regional education office to write a letter to the identified primary schools to inform them about the study. This letter was sent out with the letter from the researcher.

3.9 PILOTING

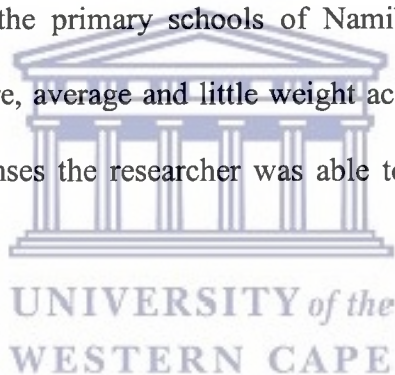
Ideally a pilot study tries out the research tool on respondents who would be eligible to take part in the main study, that is those with similar characteristics as the population to be approached. The experience of the pilot study as Johnson (1994:39) puts it is used to improve and amend the interview questions before conducting the actual study.

The piloting of the interview questions was done in an identified primary school in the Windhoek Education region. The school principal of the identified primary school, three middle managers consisting of the deputy principal and two heads of departments, and two senior teachers were interviewed. The data gathered in the pilot study besides being used to improve research instruments also served as part of the main study.

Participants were encouraged to identify situations and incidents in this practice, to reflect on the intentions and outcomes of the actions taken, and to attempt to come up with what they perceived to be the necessary qualities for a primary school principal which will enable him/her to manage the school effectively.

3.10 ANALYSIS

Information collected in interviews were selected and grouped according to the eight themes listed in the foregoing schedule. The schedule was used as an instrument to assist in the analysis of the data. After grouping information received in the schedule according to themes, the researcher identified factors that interviewees suggested, agreed or disagreed have influence in either promoting or hampering efficient and effective school leadership and management in the primary schools of Namibia. The researcher also identified factors which got more, average and little weight according to the interviews conducted. Guided by the responses the researcher was able to draw a conclusion and recommendations to the study.



CHAPTER 4 RESEARCH FINDINGS AND ANALYSIS

4.1 RESEARCH FINDINGS RELATED TO LEADERSHIP AND MANAGEMENT

PRACTICES IN THE PRIMARY SCHOOLS OF NAMIBIA

The purpose of the study, “Towards Promoting Efficiency and Effectiveness in the primary schools of Namibia through Effective Leadership and Management” was to contribute to our understanding of efficient and effective primary school leadership and management. Particular reference was paid to the Namibian context and the different features which play a role in making primary schools efficient and effective. To this purpose, the study critically examined the factors which promote or hampered efficient and effective leadership and management of primary schools in Namibia, and suggests solutions which could be adopted to enhance and promote efficient and effective leadership and management of primary schools in Namibia. Interviews were conducted with primary school staff (principals, deputy principals, heads of departments, senior teachers), and school inspectors identified for the study, with a purpose of finding out what they perceived to have an impact in promoting efficient and effective leadership and management of primary schools. Interviews ranged from 30 to 45 minutes. A good number of them were characterised by a high degree of enthusiasm, especially during the interview process.

Interviews were conducted in the eight primary schools in the Windhoek Education region. The interviews were carried out with eight primary school principals, twenty-two middle managers (eight deputy principals and 14 heads of departments), eight senior teachers and six school inspectors. Twenty of the interviewees were male and twenty-four were female. Research questions asked were based on the eight identified themes of (i) vision and goal-setting (ii) decision-making (iii) communication (iv) commitment (v) resource management (vi) instructional leadership (vii) leadership and management style and (viii) professional development and were as follows:

- What do primary school principals do to ensure that staff and parents have a shared vision of the school?
- What style of leadership and management do they use when setting school goals?
- What do they do to promote staff, parents and school community's commitment in achieving school goals?
- What steps do they take to promote good communication at their school?
- What do they do to promote a participatory style of leadership and management at their schools?
- What do they do to ensure an efficient and effective management of resources at their schools?

The responses following hereon reflect the views of the primary school principals, middle managers, senior teachers in the eight identified primary schools, and the six school inspectors in the Windhoek Education region in response to leadership and management

practices taking place in their schools. In general, factors identified in the literature review as having influence on the leadership and management of schools, were supported and confirmed by responses. For the sake of consistency, the researcher organised interviewees' responses according to the eight themes identified for the study.

4.1.1 VISION AND GOAL SETTING

(a) Primary school principals

In response to the question, “What do school principals do to ensure that their staff has a shared vision of their school?” Seven primary school principals emphasised the need to have staff involved when setting the vision and goals of the school to promote ownership and ensure successful implementation of the goals. They stressed the need to hold meetings with staff and parents to discuss the expectations of the school, and what should be done to achieve the school's expectations for the year. For example, the principal at school A, emphasising the need for involving staff, parents, learners and school community in the management of the school said, “I believe in collective decision-making. If you have everybody in your school involved, and you take decisions collectively, everybody will feel his/her decision is valuable and being taken notice of, and being taken care of.” The Principal at school D said, “I try to arrange as many meetings as possible with the staff to try and give them an opportunity to voice their opinion with regard to the management of the school.” The principal at school C identified the drawing up of procedures and guidelines as an important measure in guiding the operations of the school in the pursuance of the school vision and goals. He

said, “As head of a school, I have to bring to the attention of the staff what our expectations are for the year and also the expectations of parents and learners in particular.” He stressed the need to have regular staff and parent meetings where school management issues are discussed. The principal at school G identified the selling style of leadership as crucial in achieving school vision and goals. He said, “I sell my school to staff members, learners and parents to promote interest in them in achieving school programmes.” The above responses show that the majority of the interviewed school principals emphasised the need of involving staff and parents in the decision-making and management of the school to ensure the effective achievement of school vision and goals. A few however, still believe in the leadership where the school principal sets the school vision and goals and sells his/her idea to the staff and parents.

Stressing the importance of seeing the school as a social system, Van der Westhuizen (1991: 86-87) states that school leadership and management should involve teachers and community members in decision-making and the management of the school. Van der Westhuizen further states that the involvement of social partners (principal, teachers and school community) in education ensures that they all work for a common goal. Sergiovanni (1995:173-174) states that shared goals and purposes, and agreed-upon decisions and programmes are the “nerve centre” of successful schools. They provide the necessary signals, symbols, substance and direction needed for co-ordinated action.

(b) Middle managers

In response to the same question, ten middle managers emphasised the need for the school staff to work as a team when setting school goals, not to be too ambitious but to set few and achievable goals for the school. The need to involve not only school management but also teachers, parents and learners in some cases when setting school goals was seen to be quite important. Stressing the need for staff and parental involvement in the decision-making and management of the school the deputy principal at school **A** said, “Managers should work as a team when setting goals for the school and they should not be over ambitious. They should set few goals, which the school will strive to achieve.” A head of the department at the same school re-emphasised the need not to be too ambitious, and the need to set a few goals which the school will strive to achieve. A head of the department at school **C** said, “As management of the school, we sit and discuss issues in a management meeting before we meet staff. After such a meeting we go and meet staff in a staff meeting.” In ensuring that their school achieves its school goals the deputy principal at school **D** said, “We prepare our teachers very well by sending them on training courses.” One head of the department at school **F** said, “The school often identifies a goal it wants to pursue for the year. Efforts are made to ensure that people work to achieve this goal.” A head of the department at school **G** saw the need to have a year plan guiding the programmes and activities of the school to be an important step towards achieving school goals. She said, “At the beginning of the year the school targets itself to achieve specific goals. At the end of the year it evaluates itself to see how far it went in achieving the goals set for the year.” A head of the department at school **E**

indicated that the leadership of their school was not proactive in setting school vision. She said, “The type of leadership we have does not develop school vision well. The problem might be lack of education. One believes management should come together often and discuss education issues.” Despite having this view about the leadership of the school the respondent mentioned that their school has a year plan guiding its operations and programmes. A head of the department at school **D** mentioned that at her present school they have goals set for the school annually but at her previous school goals were thought about when there was a problem to be solved.

(c) Senior teachers

In response to the question on how primary school principals developed their school vision, four senior teachers emphasised the need for school principals to involve staff in developing school vision. Responding to the same question, four senior teachers stressed the involvement of school staff and parents. They stressed that school staff are committed to achieving school goals if they become part of the decision. For example, a senior teacher at school **A** emphasised that their school staff worked as a team when setting school vision. He said, “The school sets a school vision which it strives to achieve as a group composed of teachers, learners and parents.” A senior teacher at school **D** also mentioned that their school develops the school vision with the involvement of staff and parents. She said, “We develop a vision for our school with the involvement of school staff and parents.” With regard to the development of an annual plan for their school she said, “ We have a planning session in October where we plan short and long-term goals. Each departmental heads such as heads of English, Mathematics, Sports set out their

goals for the year to be incorporated in the plan.” A senior teacher at school **B** mentioned that the setting of a school vision and school goals, depended on the school management, especially the principal who is the head of the school. A senior teacher at school **F** mentioned that their school makes efforts to involve staff in the development of school goals. However, this effort is sometimes hampered by non-cooperation from the school staff.

(d) School inspectors

In response to the question, on how school principals develop their school vision and goals three school inspectors stressed the fact that school principals were able to develop school vision and goals for their schools through the assistance they received from the in-service training courses, and the continuous assistance they received from school inspectors. In the Windhoek Education region, primary school principals have been receiving management training offered by the Institute for Educational Career Development to help them develop their school vision and goals. At these courses school principals and their management discuss school management issues and work in groups on course assignments. The development of school goals was one of such assignments. In response to the same question, two school inspectors stressed the fact that school principals in their circuits develop their school vision and goals with the involvement of school staff and parents. In response to the same question, one school inspector mentioned that one of the requirements they look for when appointing a school principal is the skill and ability to develop school vision and goals. This is to make sure the new principal will be able to improve and maintain the standard of the school. One school

inspector however, mentioned that in his circuit there are still some schools operating without goals. He said, "Those primary schools that set school goals for their schools set them in collaboration with their staff, parents and school community. However, one finds a school working without following school goals and their programmes quite confused."

One school inspector stated that some primary school principals delegate responsibilities to their staff to ensure that they are also involved in the decision-making process at the school. However, some principals fail to ensure that the delegated responsibilities are carried out.

Responses of many interviewees from primary school principals, middle managers, senior teachers and school inspectors in relation to the development of school vision and goals support what Sergiovanni (1995:151) and Bush (1998:3) emphasise when they argue that effective schools which are often a result of effective school leadership, are characterised by high agreement among staff as to the setting of school goals and purposes, a clear sense of vision and mission, and active participation of staff in decision-making and general management of school. Bush (1986:56-57) suggests that staff members of a school become committed to achieving school goals if they are aware of the goals. Bush further stresses the significance of agreed goals as the basis for the accomplishment of the set school goals.

The response of the principal at school A on the style he uses when setting his school goals was, "We sign collectively on issues pertaining to school matters. At the end, when the final decision has been taken, everyone of us take ownership of that decision and

ensures the successful implementation of the decision/s taken.” This statement supports McCann’s view (1996:64-65) when he states that successful leadership is related to the extent to which goals and objectives are being realised by groups or teams. The measure in which these are realised can be described as successful or unsuccessful. If a specific endeavour was successful but the leader’s style and behaviour was not in accordance with his/her followers, groups or teams’ expectations, the followers may as well carry out their assignment with a high degree of resistance. The leader and group/s might have been successful in relaying their goals and objectives, but as a team they are ineffective. If goals are realised successfully to everyone’s satisfaction and every team member is willingly committed to doing his/her share, the endeavour is both successful and effective. The study however, identified that some primary schools do not have clear school vision and goals to follow to guide their programmes. Some principals, instead of involving their staff and parents in the setting of school goals, set the school goal and only sell it to school staff and parents. In some cases lack of co-operation from staff hampers collaborative school leadership and management.

4.1.2 DECISION-MAKING

(a) Primary school principals

In response to the question, “What do school principals do to get their staff committed to achieving school goals?” Five primary school principals emphasised the fact that they get their school staff and parents involved in the decision-making, management and administration of their schools. For example, with regard to the setting of the admission

policy at his school the principal of school **D** said, "Management discusses our admission policy, thereafter, these are discussed with the school board subject to ministry policy." On the setting of school management and administration policy the principal at school **A** said, "Management and principal can't run the school alone, that is why the Ministry found it reasonable to introduce a management body at a school. This ensures commitment of your management members because they are involved." Stressing the need for involving staff in the management and administration of the school the principal at school **H** said, "School management together with teachers get involved in setting instructional policy. For example, we have a time-table committee responsible for the development of the school time-table. They must first consult teachers, and then draw up the school time-table following the Ministry guidelines." Stressing the need to involve staff in the management and administration of the school the principal at school **G** said, "I give the opportunity to interested staff to take charge of certain responsibilities, what I do as principal is to control the staff concerned to ensure that work is done according to plan." The principal at school **A** stated that staff should be able to generate self-confidence and be able to carry out tasks without supervision. This style of leadership will enhance the commitment necessary to make things run smoothly at the school without the principal's close supervision. MacGregor's theory **Y** holds that people become productive, supportive and committed to achieving school goals if they are involved in the decision-making and the management of the school (Dean 1986:108-109). Hersey and Blanchard (1982:150) however, suggest that the leadership style one adopts with individuals or groups should depend on the maturity level of that individual or group. Musaazi (1982:61) on the other hand says leadership is a social process and a

shared responsibility between the principal, and his/her staff, parents and learners. He maintains that school leadership is determined by the way the principal involves his/her staff in decision making and management of the school, and the way he/she relates to them in promoting a mutual working relationship.

(b) Middle managers

In response to the question, “What measures do primary school principals take to ensure school staff and parents’ commitment in achieving school goals?” Twelve middle managers emphasised the fact that their school leadership involved their staff and parents in the decision-making process of their schools. Subject-related issues are often referred to subject heads for discussion before they are discussed by management. Two stated that management discuss issues and consult staff to get their opinion before they take a decision. They request their staff to put their opinion in writing and pass them to management for discussion. Some middle managers emphasised the fact that many issues in their schools are announced at assembly, which takes place in the first ten minutes of each school day. In some schools this takes place three times, in others twice per week. Emphasising the need for involving school staff and parents in the decision making process at school a head of the department at school A said, “Involving teachers, parents and school community in the decision-making process of the school encourages people involved to take responsibility and ownership of what happens at the school.” A head of department at school F mentioned that school staff and parents at their school come together and discuss the programmes of the school and try to see how they can assist one another to achieve the identified goals. A head of the department at school G however,

stated that their school is not doing enough in involving parents in the management of the school. She said, “ The school has few parent meetings to discuss mainly school problems, but we do not hold parent meetings to discuss the attainment of school goals.”

(c) Senior teachers

Responding to the question under (b), seven senior teachers mentioned that their schools have management teams who often hold meetings to sort out problems. In most cases teachers are involved in these discussions. In some schools the principal first gives teachers the chance to give their opinion on an issue before he/she takes a decision. They also emphasised that subject-related issues are referred to subject heads for attention. In some schools, teachers serve on the school board, which give them an opportunity to be involved on the highest decision-making process of the school. A senior teacher at school **E** emphasised that school is a tripartite institution in that teachers, parents and learners have an important role to play for effective education to take place, and that all the role players in education should realise that the learner is at the centre of the education process. Confirming this statement a senior teacher at school **B** said, “With the co-operation from the teachers and parents we will be able to work as a team and achieve our school goals.” A senior teacher at school **D** mentioned that in the first three weeks of the school year they hold a parent-and-teachers’ meeting. At this meeting each grade teacher informs parents of the learner/s about the goals of that grade. A senior teacher at school **F** however, stated that they try to have meetings with parents even though sometimes parents are reluctant to come to such meetings.

(d) School inspectors

Responding to the same question, five school inspectors emphasised the fact that school principals involve their staff in the activities and decision-making process of their schools. They stressed that once teachers are involved they “own” the decision taken and are committed to achieving school goals and accept accountability of the programme. When school inspectors visit primary schools they check on the structure of the school to find out how school staff are involved in the management and administration of the schools. According to one inspector, the indication is that about 60% of the primary schools’ leadership involve their staff in the decision-making process, management and administration of their schools. One school inspector stressed that at such schools, staff are involved in various committees.

One school inspector stated that some primary school principals delegate responsibilities to their staff to ensure that they are also involved in the decision-making process at the school. However, in some primary schools, principals delegate responsibilities but they do not ensure that the delegated responsibilities are carried out.

Many of the primary school principals, middle managers, senior teachers and school inspectors interviewed stressed the fact that most primary school leadership involve their staff and parents in the decision-making process of their schools. One deputy principal said, in their school decision-making is democratically taken, in that most of the decision-making process involve staff.

Sergiovanni (1995:173-74) states that agreed upon decisions and programmes are a “nerve centre” of successful schools, they provide the necessary signals, symbols, substance and direction needed for co-ordinated action in successful schools. This statement identifies the importance of adopting the democratic style of leadership and management in managing a school. One of the deputy principals stated that the involvement of staff and parents in decision-making is quite important in that some of the people have very good ideas in solving some of the problems, and that it promotes commitment in achieving school goals/decisions.

A head of department mentioned that sometimes teachers feel that it is only the management which makes decisions, It is like they (non-management staff) are sitting in the pavilion looking on and saying, “why are we not involved?” They feel decisions come down on them without their involvement. Highlighting the importance of involving staff in decision-making, Sergiovanni (1995:151) further states that effective school leadership promotes a feeling of empowerment among teachers which contributes to ownership and increase commitment and motivation. When teachers feel disregarded and their contribution does not mean something, they perform with reduced commitment and undesirable behaviour.

4.1.3 COMMUNICATION

(a) Primary school principals

Responding to the question, “What steps do primary school principals take to promote good communications links at their schools?” Seven of the primary school principals interviewed maintained that they communicate with school staff, learners, parents, school community and other educational institutions. They said they often do that through notices, letters, radio, telephones, verbal announcements, and discussions. They realise the importance of communicating information from their offices to school staff, learners and parents to inform them about what is happening at school. Stressing this point the principal at school **D** said, “ It is important for management to communicate with the rest of the staff to ensure that school programmes run accordingly. Learners should be allowed to communicate with the staff. Parents should communicate with staff and management of the school.” The principal at school **A** pointed out that their school communicates to stakeholders in various ways. He said, “Parents’ meetings are conducted, letters and circulars are sent to parents to inform them about some of the things taking place at school.” The principal at school **F** stated that school principals in their circuit formed a Principals’ Association. Members of this Association come together once a term to talk about their problems and learn from one another.

The principal at school **G** stated that at their school, subject heads and subject teachers are encouraged to communicate among themselves and with their colleagues at other

schools to try and improve their subject teaching. To show how broadly they communicate, he mentioned that their school has communication links with a school in Holland. They sent them a cassette showing the cultural activities of their school, which the school in Holland was delighted to receive and enjoyed very much. Staff from the school in Holland promised to come and visit their school, to further strengthen the ties between the two schools.

(b) Middle managers

Responding to the same question, thirteen middle managers confirmed the fact that their schools promote communication between school management and the rest of the staff, between school staff (which includes management), learners, parents and school community with other educational institutions. They also confirm the fact that this is mostly done through letters, circulars, radio announcements and meetings. To confirm that communication at their school is done beyond their school boundaries a head of the department at school E said, “We have communication with other schools. For example, Science teachers come together to discuss subject-related matters and share ideas regarding that particular subject. In this way many teachers are helped to improve the teaching of this subject.”

Commenting on the need for sharing information and plan as a team to run an effective school, a head of the department at school G said, “In successful schools information is shared. Staff continuously plan together for the good of the school.” Confirming that their school has an open communication channel a head of the department at school A said,

“The school has an open communication channel, teachers have good communication links with management. The school has good communication links with parents.” The other head of the department at the same school stated that they learn from other schools doing well in communication and try to improve on theirs. Commenting on the need for sharing information, a head of the department at school C stated that they frequently communicate with their staff and parents. They share information with staff, parents and community to ensure the successful implementation of school programmes.

Sergiovanni (1995:151-154) says effective school leadership establishes a variety of methods for communicating as well as working with parents and the community. Parents and community are involved in the planning, development and the implementation of the school programmes. It ensures that parents are involved in all aspects concerning the education of their children. This statement by Sergiovanni (1995) therefore, supports the communication efforts some primary school principals and their teaching staff serving in some rural areas of Windhoek Education region are doing to ensure that parents and the school community within their areas are informed, and get involved in matters of the schools serving them.

(c) Senior teachers

Responding to the same question, six senior teachers confirmed what their principals and middle managers said regarding the promotion of communication at their schools. They cited similar procedures and methods the school management often uses in promoting communication at their schools. Confirming the need for open communication to enhance

effective leadership, a senior teacher at school A stated that successful primary schools have open communication allowing staff to communicate to management their concerns and problems. This builds trust and respect among the staff and enhances commitment in achieving school goals. The other senior teacher at the same school said successful schools are well organised. Teachers come with initiatives, management promotes good communication within and outside the school. A senior teacher at school E confirmed the statement of the head of the department at the same school regarding the fact that their school communicates beyond school boundaries. He stated that their principal meets other principals at the Teacher's Resource Centre on a monthly basis to discuss issues and problems experienced by some principals. This exercise gives them an opportunity to learn from one another in solving similar problems at their schools.

(d) School inspectors

Responding to the above question, all six school inspectors interviewed maintained that many primary schools have a good communication system in place. They said such schools have good communication channels within their schools and with other stakeholders. They stressed the fact that such schools communicate through meetings, newsletters and the formation of committees. One school inspector mentioned that communication is viewed to be an important tool in promoting learning in a particular community. For this reason, principals of some primary schools in some remote areas divide the villages of the community the school is serving among the teaching staff. Teachers responsible thereafter develop a programme to visit villages they are responsible for and discuss school matters with parents and the community. This is done in the

afternoons after school, and over weekends. In some cases if the villages are far from the school teachers go and spend a night at an identified central venue where parents and community members within that area will go and hold a meeting on school matters with the teacher concerned.

One head of a department raised a concern that some primary schools' communication links are not good in the sense that they are not transparent and open, they do not facilitate good communication between school management, teachers, learners and parents. Stressing the importance of good communication to promote and enhance the effectiveness of a school, Sergioivanni (1995:153) once more says, effective schools should have a sense of order, purpose and direction fostered by consistency among teachers; an atmosphere of encouragement in which learners are praised and rewarded; they should have a work-centred environment. Principal and teachers should commit themselves to breaking down institutional barriers to equality, and work to promote communication; they should create a school environment that is friendly and inviting to all.

4.1.4 COMMITMENT

(a) Primary school principals

Responding to the question, "What do primary school principals do to ensure staff commitment in achieving school goals at their schools? Five primary school principals emphasised the importance of the principal believing in the abilities of their staff, having

confidence in them and involving them in the management and administration of the school. Responding to the same question, three stressed good supervision and monitoring as a means of ensuring that staff carry out their responsibilities. For example, the principal at school **E** stated that management should give teachers some responsibilities and allow them to take charge of those responsibilities. The principal at school **B** further suggested that it is good for the principal, and his/her management to allow staff to develop the necessary self-confidence and trust between the junior staff and the school's leadership and management, because it is through confidence and trust that staff will be committed to achieving school goals. This principal maintained that school leadership and management which shows confidence and trust amongst staff make them realise and believe that, the success of the school does not depend on the school principal and his/her management only, but on other staff too. Basset (1961:31) states that the principal who involves teachers in his/her decision-making process is letting them know he/she values their judgement and recognises them as colleagues. He/she further promotes their determination, willingness and commitment in achieving school goals. The principal at school **F** however, stated that getting people committed to what they decided is sometimes quite difficult, because the principal will find that some staff do not commit themselves to what they decided to do. In such a case the principal should control and motivate the staff to do better.

Responding to the question, "What do primary school principals do to ensure parental commitment in achieving school goals?" Six primary school principals emphasised that they endeavour to promote good communication links between the school and parents

through letters, circulars, radio, meetings as a means of promoting their commitment to achieving school goals. The principal at school **C** stressed the importance of regular communication between the school and parents to inform them about the school progress. The principal at school **F** mentioned that at the beginning of the year most primary schools organise orientation evenings, to introduce new learners and parents. At these meetings parents ask teachers questions, and teachers explain their subjects to parents in a particular grade. At some primary schools parents render voluntary assistance to the schools. At others they contribute to the school development fund enabling the schools to carry out essential projects. To illustrate how committed parents are at his school the principal at school **E** said, “ We have erected school shelters which we have turned into classrooms through parent donations, the Ministry only assisted us with manpower.” Illustrating the commitment of parents the principal at school **G** said, “ We have had many programmes where parents were requested to assist and they did that very well. For example, for the school feeding programme, parents got involved quite well. The building of the school tennis court parents were also involved. In each case the job was done by parents without problems.” Stressing the need of involving not only teachers but parents in the management of the school, the principal at school **B** stated that they make sure they work as partners, not only with staff but also with parents and that in this partnership they share responsibilities. The school maintains open communication and informs the parents about its programmes and plans for the year.

(b) Middle managers

Responding to the question, “What do primary school principals do to promote staff commitment at their schools?” Eight middle managers said that their principals and management make efforts to involve staff and parents in the decision-making process of their schools. They stressed that their school leadership and management involve staff and parents in the development of school goals, for them to understand those goals, own them and be committed to achieving them. A head of the department at school **F** mentioned that to promote commitment at their school management sometimes allows teachers to take the initiative in introducing new ideas at the school. School and parents come together to discuss school programmes and try to see how they can assist one another to achieve the school’s set goals. The deputy principal at school **C** stated that management was trying to get teachers committed to doing their work by assisting them through class visits. He further stated that from 2000 onwards their school did not only invite parents to come and look at learners’ books only but to other school activities as well. A head of the department at school **B** stated that it is sometimes good to get someone from outside to talk to teachers to motivate them and get them committed to do the work. He further emphasised that parents must be involved not only when the school wants to raise money, but also in the formulation of school goals.

(c) Senior teachers

Responding to the same question, three senior teachers emphasised the need for school management to promote good communication between management and staff, learners

and parents and the need to promote team-work amongst staff. A senior teacher at school **D** said at the beginning of the academic year their school organises parent and teachers' meetings where grade and subject teachers inform the parents about the goals of their grades/subjects. This is done to educate parents about the programmes of a particular grade or subject, and to encourage them to make a contribution to the education of their children. A senior teacher at school **H** stated that to promote commitment among staff the principal encourages teachers to do their best in whatever they are doing. She further stated that the principal speaks to parents when learners absent themselves from school. One problem she mentioned however, is that some of the parents do not even understand the importance of their children attending school. A senior teacher at school **A** stressed that commitment at school can be enhanced by ensuring good communication between management and staff as well as parents. Meetings to discuss school matters should be conducted regularly. She further said, "It seems management relies on committed teachers to do the job. They know committed teachers will get the job done. However, to promote commitment to the school, management should have a positive attitude towards teachers, they should compliment them for the job well done".

In response to the same question, two senior teachers emphasised the fact that school principals should themselves be a good examples by being committed to their work and have positive attitudes towards their staff to enhance commitment at their schools.

(d) School inspectors

Responding to the same question, two school inspectors stressed the fact that most school principals in their circuits ensure commitment amongst their staff by communicating tasks well to them, followed by the necessary support and control to ensure work is carried out as required. One school inspector said in his circuit most principals make efforts to ensure that their staff, parents and school community are involved in the decision-making process of their schools. One other school inspector mentioned the fact that most school principals conduct subject and class visits to ensure that work is done. The other school inspector mentioned that some schools send their staff for in-service training courses, while some encourage sharing of subject knowledge with their colleagues at the school, and between their school and other schools. However, in some communities as one school inspector stated, even though the school principal and his/her management makes efforts to involve parents and school community in the formulation of school goals, parents and the school community's involvement is very minimal because they do not turn up for meetings.

One senior teacher said a school is a tripartite institution in that it is made up of a child who is in the centre of the education programmes, while the teacher and the parent form part of this tripartite body. If one of these components is missing, the role that component is supposed to play will be missing and the education of the child will not be complete. Ainscow (1991:76) states that effective schools are characterised by a culture of collaboration in which all the partners within the school, that is principals, teachers,

learners, parents and school community develop commitment to achieving school goals through active involvement in the school's decision-making process and the development of school goals.

One school inspector emphasised the importance of involving stakeholders in the education of their children and said some primary school principals in some rural primary schools in his circuit, offer incentives to parents and school community members to encourage them to attend school meetings. Sometimes they organise school concerts where parents attend free of charge with the aim of organising a parent meeting at the end of the concert. Other times they organise a parent get-together or social gathering where they provide some food to encourage parents and school community members to come in large numbers and use the opportunity to discuss school matters.

4.1.5 RESOURCE MANAGEMENT (focussing on school-books and in some cases school-time)

(a) Primary school principals

Responding to the question, “What steps do primary school principals take to ensure effective management of school resources, such as textbooks at their schools?” Four primary school principals emphasised the fact that school staff need to take care of their resources. The principal at school **D** stressed that schools receive limited resources from the Ministry requiring school management, teachers and learners to manage and take care of them properly. He further stated that parents at his school are getting more involved in

providing school resources than ever before. The principal at school **H** mentioned that their school has committees responsible for certain duties and ensuring that resources are well managed and utilised. Teachers are also held responsible to ensure that learners in their classes look after their books. The principal at school **G** stated that at his school a teacher is in control of the stock-book in which school books are recorded. One of the responsibilities of this teacher is to give out books to class teachers, and encourage them to look after them. Learners are required to cover their books. If a learner loses a book that learner is required to replace the book. Teachers are encouraged to use reference materials, some of which they may get from the school library. Learners are also encouraged to use library materials. Both parties are encouraged to use these materials with care and a sense of responsibility. The library teacher is responsible to ensure that library materials are well looked after by the school. The principal at school **F** stated that a teacher is responsible for a class and everything taking place in that class. He/she is responsible for ensuring that learning and teaching take place and that learning and teaching materials are taken care off.

(b) Middle managers

Responding to the question, “What steps do primary school principals take to improve the management of resources such as textbooks and other teaching and learning materials at their schools?” Ten middle managers stated that their schools have a teacher in-charge of the school’s textbooks. This teacher issues books to class and subject teachers and encourages them to ensure that learners in their classes take care of the books. The deputy principal at school **A** stated that their school first plans what should be bought, the school

then buys the required books, learning and teaching materials. When books are given out they are written in the inventory book. Teachers also keep the list of the books received. The school has a policy requiring learners to replace a book/s they lose. Another head of the department at the same school said the school puts a stamp in the books of the learners to indicate that they are school property. Books are collected and locked away during school holidays. In some cases they have a special school budget from their school development fund, which allows teachers to buy books they critically need. A head of the department at school **D** stated that school management checks up on the use and maintenance of textbooks when they conduct class visits to monitor the efficient use of school resources. Six middle managers stated that their schools have a policy ensuring that learners who lose books replace them. The deputy principal at school **H** supported the viewpoint of the principal at school **F**. He said, “Class teachers have the responsibility to look after their learning materials such as textbooks.” A head of the department at school **H** also emphasised that the management of resources such as textbooks is in the hands of class teachers who have the responsibility to see to it that books in their classes are handled carefully by learners.

Responding to the question, “*What steps do primary school principals take to manage school time?*” Eleven middle managers stressed the fact that their schools have measures to ensure the efficient and effective use of school time. Ten of the above-mentioned middle managers mentioned that their schools believe in the efficient and effective use of school time in that their staff and learners are constantly reminded not to waste time, but to be punctual and use school time efficiently and effectively. A head of the department at

school F said to ensure the efficient management of school time their school holds management meetings at the end of the year where staff plan the following year's programmes. This helps them to have a year plan which guides their school programmes and activities for a particular academic year. The deputy principal at school G and the head of the department at school E stated that their schools draw up time-tables which guide school activities. Three middle managers mentioned that their schools are assisted by the ringing of the school bell which indicates the end of a period, and also signals the start of a new one. It facilitates the efficient and effective use of time in that it reminds both teachers and learners of the change of periods, and encourages the proper use of the allocated time to a given subject. A head of the department at school A stated that their school has a time book to control staff time because the school believes that every minute lost negatively affects the education of the child.



(c) Senior teachers

Responding to the question related to the use of textbooks and other learning and teaching materials, five senior teachers emphasised the fact that their schools have teachers allocated with the responsibility of being in charge of textbooks and other learning and teaching resources. A senior teacher at school F mentioned that their school has a problem in that, in most cases the ministry does not deliver the textbooks on time. Sometimes a teacher has to make some follow-ups on the book orders. When they are received, they are numbered to ensure proper control by the teachers. The school has a policy requiring a child who loses a book to replace it. A senior teacher at school D said, they allocated the responsibility of looking after textbooks to teachers. For example, they

have a teacher responsible for consumables and another responsible for the inventory. The school has textbook inspection before the end of each term. Textbook orders are done before the end of June each year. A senior teacher at school A stated that to improve the management of resources teachers should be given opportunity to attend courses in resource management.

Responding to the question related to time management, three senior teachers mentioned that their schools ensure that staff and learners are often reminded about the efficient and effective use of school time. Three senior teachers stated that their schools have policies on the efficient and effective use of school time. A senior teacher at school D stated that their school has set dates indicating when certain things are to be done, for example, the ordering of textbooks and the carrying out of other activities at the school. Some learners seem to be consistently late for school. The school management call in their parents and discuss the matter with them to ensure that they also encourage their child/children to come to school on time. A senior teacher at school A stated that their school has a schedule for carrying out activities. The schedule shows who and when such a staff member carries out an activity, such as the ordering of textbooks, conducting scholar patrols, sports, and other administrative functions. A senior teacher at school F stated that to manage school time teachers try their level best to be on time for school. However, there are some teachers who do not come to school on time sometimes. It is the duty of management to talk to such staff members and persuade them to change such habits. There are laid down staff rules and procedures to be followed by the school management if such a situations does not improve.

(d) School inspectors

Responding to the same question, four school inspectors stated that some primary schools are good in managing their resources, others are not. One finds a situation where some primary schools order their books and other stationery in time, while others do not. Other primary schools seem to order one type of a book each year, but if an inspector follows up he/she will find that such a school does not order their book stock and stationery in time and/or has no control system in place. One inspector said some primary schools have a wonderful control system to manage their textbooks, in that they have registers where they record learners who are given books. Learners undertake in writing that they will take care of the book/s, and that if anything happens to a book they will be held responsible. One school inspector said when he visits schools, he discusses the management and maintenance of textbooks and other learning and teaching resources with school principals and their management, sometimes involving the entire school staff. Workshop organisers are encouraged to bring into their training programme topics dealing with the management of school resources, to try and help schools improve the management of their resources.

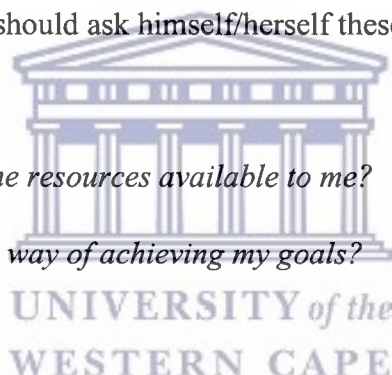
Responding to the question on time management, four school inspectors stated that primary schools have school time-tables indicating time allocation per subject per teacher with the aim of ensuring that teachers use school time efficiently and effectively. One school inspector estimated that in his circuit about 60% of primary schools have good time management in that staff come to work on time. Learners and teachers are

encouraged not to waste school time, but to be punctual for school. He further stated that about 40% of the primary schools in his circuit are still struggling with time management, because these schools often have extended break times. One school inspector said effective use of school time depends on the school's discipline, because teachers and learners' response to time stipulations have effects on the use of their school time.

The above-mentioned responses given by primary school principals, middle managers, senior teachers and school inspectors regarding the efficient and effective use of resources, support the Everard and Morris (1985:158) point of view when they say, while using school resources, a teacher should ask himself/herself these questions:

(1) Am I making effective use of the resources available to me?

(2) What is the most cost-effective way of achieving my goals?



The above questions by Everard and Morris (1985) suggest that school staff should endeavour to use their resources to achieve the goals of its programmes, and that school resources should not be wasted but be used as efficiently and effectively as possible to achieve the school's planned goals.

4.1.6 INSTRUCTIONAL LEADERSHIP

(a) Primary school principals

On the question of ensuring effective instructional leadership three principals said they ensure effective leadership in their schools through class visits. The principal and other members of management conduct class visits to monitor learning and teaching. They check on written work done in the learners' books and discuss their findings with the teacher concerned. School management uses the opportunity to assist teachers to improve their teaching. In response to the above question, four principals said they ensure effective instructional leadership in their schools by ensuring effective subject management. These principals emphasised that their heads of departments are given the responsibility of supervising subject departments, which they oversee and ensure that the subjects they are responsible for run smoothly. Three principals out of the four emphasised that they ensure effective subject control at their schools through their heads of departments and subject heads. For example, the principal at school **D** stated that at his school management are given responsibilities of supervising subject heads, whom they should oversee and ensure that subjects in those departments run smoothly. The same principal further stated that at his school, staff divide duties among themselves. Control is exercised to ensure that duties are carried out according to schedule and the plan.

Reeves (1975:25) states that the principal is the key to a successful school. The principal's office carries with it leadership responsibilities for organising, planning,

directing, controlling and co-ordinating staff efforts in the development of an effective instructional programme. It should promote and ensure the efficient management of school resources.

(b) Middle managers

Responding to the question of how primary schools and their management ensure that school programmes focus on the promotion of learning and teaching in their schools, four middle managers said school management in their schools conduct class visits to check on how learning and teaching is progressing. Eight middle managers emphasised that they do this by ensuring effective subject management in their schools. To stress this point the deputy principal at school **G** stated that their school has a system of allowing subject heads to go around and look at how teachers are executing their work. The deputy principal checks on the work of the entire teaching staff. Class visits are conducted with the aim of assisting teachers with their work. A head of the department at school **F** said, at their school teachers draw up daily preparations and these are checked and controlled by the principal and his management. Teachers teaching the same subject prepare together, they also visit other schools to learn how other schools promote good teaching in these subjects.

Responding to a question on how principals of successful primary schools ensure that their school programmes focus on the promotion of learning and teaching in their schools, three middle managers emphasised proper subject planning, setting oneself goals and working according to the time-table, ensuring that staff work according to the set goals,

and that schools give prominence to academic programmes. Responding to the same question, nine middle managers emphasised that such schools ensure effective subject management. A head of the department at school **H** said their school has committees which see to it that activities are planned according to laid down guidelines and the school plan. Management controls and ensures that teachers carry out their duties. The deputy principal at school **E** said management at their school conducts class visits to check on teachers' work. While conducting these visits management also checks on learners' workbooks to see how they are progressing with their work.

A head of the department at school **A** said management at their school encourages teachers to devote their time to teaching during school time, because the primary aim of being at school is to ensure that learning as well as teaching is taking place. A head of the department at school **E** said their school has a subject policy guiding the preparation and teaching of subjects. He further stated that their principal often visits his colleagues to discuss school management issues and learn from them how they manage their schools. A head of the department at school **B** said the school principal should remind teachers that they are at the school to teach, and that every minute lost is to the disadvantage of the child. Class visits should be conducted to ensure that teachers do their work. The school principal should not criticise teachers but help them to improve their teaching.

(c) Senior teachers

Responding to a question on how primary school principals ensure that their school programmes focus on the promotion of learning and teaching, six senior teachers

emphasised that their schools give prominence to academic programmes. Three of the six senior teachers mentioned that their schools often organise meetings to discuss the development of learning and teaching. A senior teacher at school **H** said their principal encourages teachers to promote learning and teaching, and give it the attention it deserves. A senior teacher at school **D** said teachers at their school know that teaching must be a priority. Teachers often organise meetings to discuss the improvement of learning and teaching, and how to achieve the set goals. She further stated that the principal is a leader. His/her leadership should encourage and promote commitment and enthusiasm among the school staff in achieving school goals.

(d) School inspectors

Responding to the question of how primary school principals ensure that their school programmes focus on the promotion of learning and teaching, three school inspectors emphasised that in their circuits primary school principals ensure effective subject management in their schools by conducting class visits to check on teachers' work, and look at learners' written work. Principals and management are encouraged not to be negatively critical when conducting class visits, but to guide teachers and help them to promote learning and teaching. Responding to the same question, two other school inspectors emphasised that in their circuits primary school principals ensure effective subject management through the knowledge and skills gained at workshops where they are assisted on how to manage subjects in their schools. Some primary schools send their staff to workshops and invite staff from schools doing well to come and assist their staff.

Hoyle (1991) cited by McCann (1996:66-67) states that school leadership determines a process through which the members of an organisation seek to co-ordinate their activities and utilise resources in order to fulfil school tasks and achieve their objective.

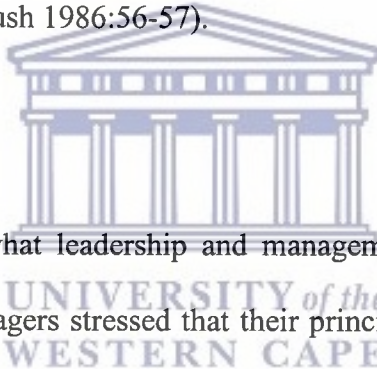
4.1.7 LEADERSHIP AND MANAGEMENT STYLE

(a) Primary school principals

Responding to a question, “What steps do primary school principals take to ensure efficient and effective leadership at their schools?” Four primary school principals emphasised that they involve their management and other staff in the management of their schools. The exercise of control by the principal and management, and the involvement of learners in the management of the school in some cases, were also considered important. Responding to the same question, two primary school principals stressed the importance of the school carrying out good planning, and promoting good communication within the school and with other schools. The other two primary school principals stressed the importance of good record-keeping. For example, the principal at school F stated that school management at his school allows teachers to get involved in the management and administration of the school. The principal at school D said that at the beginning of the year school management and staff sit and draw up a year plan which guides the activities of the school. The principal at school E stated that his school strives to promote good communication between management and staff, parents and learners. Regular staff meetings sometimes involving parents are held to discuss school matters. He further stated that the bottom-top style of leadership works best for him because it

encourages staff and parental involvement in the management of the school. It makes them get committed in implementing school programmes and achieving school goals.

Sergiovanni (1995:95) states that a democratic and participatory style of leadership encourages school staff to own the decisions and goals of the school, and to become committed in achieving them. Livingstone (1974) argues that staff members of a school become committed to achieving school goals if they are aware of those goals. Watts (1976) stresses that the significance of agreed goals as a basis for the accomplishment of these goals. Agreement on goals therefore, is central to the ethos of the democratic style of leadership and management (Bush 1986:56-57).



(b) Middle managers

In response to the question of what leadership and management style primary school principals use, seven middle managers stressed that their principals use the participatory style of leadership and management, in that some primary schools have disciplinary committees responsible for discussing and taking decisions related to school discipline. Some of the six middle managers stressed the point that staff work as a team at their schools regardless of their positions. In response to the above question, four middle managers stressed the fact that their schools use a democratic style of leadership and management in that staff are involved in decision-making. They participate in examining and discussing various options before a decision is taken. A head of the department at school A stressed that school principals and management staff should be firm, but at the same time be able to listen to teachers' views and concerns. In response to the same

question, two middle managers stressed that it is sometimes difficult to use one style of leadership and management at all times. A head of the department at school **D** stated that in their school, rules are spelt out and things are done in an orderly manner. A head of department at school **C** said management and staff sometimes with the involvement of parents sit and discuss school matters. They do not stick to one style but sometimes change and adopt the style that best addresses the situation at hand, sometimes they seek assistance from other schools.

(c) Senior teachers

Responding to the question regarding the style of leadership and management primary school principals use to lead and manage their schools, five senior teachers stressed that their principals use the participatory style of leadership, in that they involve their staff and parents in the decision-making process of their schools. School staff, parents and the school community are involved in the decision-making process of the school, which motivates and make them committed to achieving school goals. To respond to the same question, two senior teachers stressed that their schools use the democratic style of leadership and management. A senior teacher at school **F** stated that management at their school makes efforts to involve staff and parents in the decision-making process of the school, henceforth, promote ownership and commitment in achieving school goals. A senior teacher at school **E** supported his principal's view regarding to style of leadership to be used in school and said, "The bottom-up style of leadership for me is the best. In the bottom-up style of leadership staff will own the decisions taken and be committed to implement them." A senior teacher at school **A** said their school uses the

democratic style of leadership, however, too much democracy is not good, because in some cases it allows school staff to do undesirable things at school, therefore, democracy should be within limits. Musaaazi (1982:63) says in a school where decision-making is not guided or directed by the school's leadership, where complete freedom to group or individual is granted, where staff are free to do what they want, there will be anarchy and chaos, school programmes and activities will be negatively affected and consequently inefficiency and ineffectiveness will prevail.

(d) School inspectors

In response to the question of the leadership and management style primary school principals use, two school inspectors stated that successful primary schools use a participatory style of leadership and management in their schools. According to these inspectors successful schools' leadership and management listen to teachers, parents and school community views, and have control over what is happening in the school. They also maintain that this style of leadership and management promotes ownership and commitment among staff in achieving school goals. Responding to the same question, three school inspectors stated that primary school principals use the democratic style of leadership allowing staff and parents to have a say in the management of the school. One of the three inspectors stressed that some primary schools exercise this style of leadership with clearly allocated responsibilities to staff members. One of the three school inspectors stated that sometimes school principals change the style of leadership within the limits of the education policy to manage a particular situation.

Commenting on the use of the democratic style of leadership and management, Bush (1986:62) says the democratic style of leadership and management stresses the viewpoint which states that leadership and management ought to be based on democratic principles and norms, but do not necessarily claim that these principles actually determine the nature of management in action.

School principals, middle managers, senior teachers and school inspectors stressed that their primary schools use the participatory style of leadership and management, in that school staff, parents and school community are involved in the decision-making process, and are also involved in the management and administration of their schools.

One middle manager mentioned the fact that it is difficult to use one style of leadership and management in all cases, and stressed the importance of changing the style of leadership and management to suit a situation. Sharing this view, Hersey and Blanchard (1982:133) say that a leader's effectiveness is the result of his/her ability to apply a leadership or management style which synchronises or is in harmony with the requirements of a given situation. Supporting this view, McCann (1996:65) says, the key to effective leadership is the leader's ability to diagnose the situation successfully and to apply the leadership style that suits the situation and the task.

4.1.8 PROFESSIONAL DEVELOPMENT

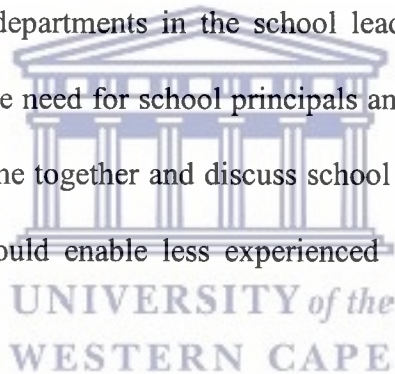
(a) School principals

Responding to a question which asked about the areas in which primary school principals needed training to help them improve the leadership and management of their schools, primary school principals indicated various areas in which they did need training. Two principals stressed the need to train primary school principals in how to promote good communication links at their schools. The principal at school **C** stated that school principals need training in financial management to help them manage their school development funds efficiently. The principal at school **F** stated that primary school principals need training in conflict management, how to promote good discipline in schools and how to motivate staff to work hard and be committed to achieving school goals. Responding to the above question, two principals mentioned they and their colleagues need training on how to improve their leadership and management style. The principal at school **D** stressed that primary school principals need to come together in a principals' forum and discuss issues affecting their schools and to try and find ways of improving the leadership and management of their schools.

(b) Middle managers

In response to the question regarding the leadership and management skills primary school principals may require to improve the leadership and management of their schools, five middle managers stressed the need for training primary school principals to improve

their financial management. Two of the above five also mentioned the need for training primary school principals in computer literacy. Seven middle managers stressed the need to equip primary school principals with the necessary leadership and management skills. Of the seven respondents, two mentioned skills on how to motivate staff, two mentioned skills on how to promote communication at their schools, two stressed skills on how to involve teachers in the management of the school, a head of the department at school **F** stressed skills on how to lead and manage their schools in a democratic manner, allowing staff to have a say in the management of their schools. Responding to the above question, two middle managers stressed the need to involve not only school principals but also deputy principals and heads of departments in the school leadership and management training. They also emphasised the need for school principals and their middle managers, in a circuit or constituency to come together and discuss school issues. They stressed the fact that such an opportunity would enable less experienced staff to learn from their colleagues.



A head of the department at school **C** stressed that primary principals and their management need planning skills to enable them to plan for their schools. A head of the department at school **G** stressed that primary school principals and their management need training in what leadership and management is all about, how to motivate staff and encourage them to commit themselves to whatever they are doing. A head of the department at school **D** stressed the need for primary school principals to be trained in how to improve discipline at their schools, also how to motivate their staff. The deputy principal at school **B** supported the viewpoint of the head of the department at school **D**

when she said primary school principals need training in how to improve discipline in their schools.

(c) Senior teachers

Responding to the same question, four senior teachers mentioned the need to have primary school principals trained and equipped with the necessary leadership and management skills. A senior teacher at school **E** stressed the need to train primary school principals in how to promote communication and make their staff committed to achieving school goals. A senior teacher at school **H** stressed the need to train school principals in managing their schools in a democratic manner, that allows staff and parents to have a say in the management and administration of their schools. A senior teacher at school **A** stressed the need to train primary school principals and their management on how to handle disciplinary matters at their schools. Two senior teachers mentioned the need to train primary school principals on how to improve instructional leadership in their schools. A senior teacher at school **D** mentioned the need to train primary school principals on how to document subject profiles for their teachers and allocate duties and responsibilities according to those profiles. Another senior teacher at school **A** stressed the need to offer leadership and management training to primary school principals and their management to enable them manage their schools effectively. They should also be trained in how to improve discipline at their schools. This view point was supported by the deputy principal at school **B**, the head of the department at school **D** and the principal at school **F**.

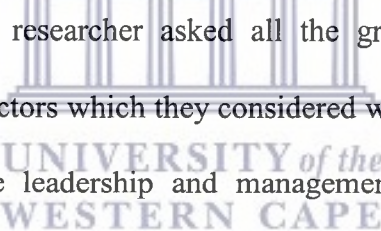
(d) School inspectors

Responding to the question asking for the training programme inspectors would recommend to promote efficient and effective primary school leadership in their region, four school inspectors mentioned that school principals in the Windhoek Education region had been receiving training on how to improve the management of schools offered by the Institute for Educational Career Development (IECD). Two of the above four school inspectors mentioned that the purpose of this course is not only for principals to improve their leadership and management but also to enable them to train their deputy principals and heads of departments and help them to improve their management. The other two of the four mentioned that school inspectors should now make follow-ups and monitor to see how school principals apply what they learnt in the training course. Responding to the same question, two school inspectors stressed that primary school principals need to be trained in financial management to help them improve the management of their financial resources.

Emphasising the importance of training primary school principals and their management, one senior teacher said, “ People in leadership positions should be trained to enable them perform their demanding tasks.” Supporting this statement, one school principal stated that leadership and management are broad concepts to enable primary school principals and management to cope with their demanding task, they should be trained continuously. Both new and experienced principals and school managers need training to enable new ones to receive the necessary leadership and management skills, and expose the experienced ones to the new leadership and management ideas, because education is a

dynamic profession where new ideas and changes are taking place almost every day. Supporting the need for training school principals, Bush (1998:4) says the principal plays a highly significant role in school management, being both the focal and pivot figure at the centre of decision-making at the school. Preparing, inducting and developing principals is a major responsibility of the education service to enhance quality leadership and management and promote efficiency and effectiveness in schools.

4.1.9 FOUR MAJOR FACTORS WHICH WOULD HELP TO PROMOTE EFFICIENT AND EFFECTIVE PRIMARY SCHOOL LEADERSHIP AND MANAGEMENT IN NAMIBIA



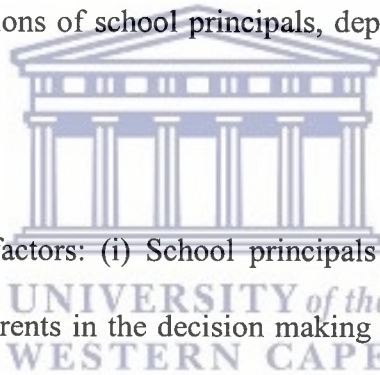
To conclude the interviews, the researcher asked all the groups of interviewees to mention and discuss four major factors which they considered would play a major role in promoting efficient and effective leadership and management in their schools. The purpose of the question was to give interviewees an opportunity to mention four factors which were not covered by interview questions but which they considered would play a major role in promoting efficient and effective primary school leadership and management. In response to this question, primary school principals emphasised four factors: (i) School principals and their management should receive continuous training to enhance better leadership and management in primary schools. (ii) School principals and their management should strive to promote commitment amongst staff. To stress this point one principal mentioned that principals must know how to motivate their staff to get them committed to achieving school goals. (iii) School principals should strive to

promote willingness amongst staff. For example, a primary school principal stressed the crucial role willingness played in promoting efficient and effective school leadership and management. He stated that as a principal you need your staff to be willing to participate and be supportive so that if you ask any one of them to do a job, you will have no problem in the staff accepting. He further stressed that, “You are that supportive and corner pole, you are the shepherd taking care of your sheep. If teachers know they have the support of the principal, not only by giving lip service but showing them what you are doing, as well as involving them in the management of the school, they will believe and be willing to support you in your endeavours to achieve the school goals”. (iv) School principals and management should strive to promote communication within the school; between management and school staff, parents and school community; between school and other educational institutions.



In response to the same question, middle managers mainly emphasised four factors: (i) Through the leadership of the principal schools should endeavour to have proper planning enabling the school to have a vision, mission, and goals to guide school programmes and activities. (ii) School principals and management should endeavour to involve staff and parents in the management of the school and get them committed in achieving school goals. (iii) Continuous in-service training should be offered to school principals, deputy principals and heads of departments to help them cope with their demanding task of leading and managing schools. (iv) School principals and their staff should endeavour to promote good financial management in schools.

Senior teachers stressed five factors: (i) school principals and management should endeavour to promote dedication and commitment amongst teachers by involving them in the decision-making and the management of schools. (ii) School authorities should provide basic learning and teaching materials to schools to facilitate better learning and teaching. (iii) School principals and management should promote communication within the school, between school, parents and school community, and between school and other educational institutions. (iv) School principals should endeavour to lead and manage in a democratic manner and allow staff to have a say in the management and administration of the school. (v) Education authorities should employ officials who possess the necessary qualifications for important positions of school principals, deputy principals or heads of departments.



School inspectors stressed five factors: (i) School principals and management should endeavour to involve staff and parents in the decision making process of the school and promote their commitment in achieving school goals. (ii) Education authorities should appoint people who possess the necessary qualifications for school leadership and management positions. (iii) School principals and management should promote good communication channels in schools. (iv) School principals should endeavour to use a democratic style of leadership and management and allow staff to have a say in the management of schools. (5) Education authorities should provide basic learning and teaching material resources to promote better learning and teaching in schools.

To promote efficient and effective primary leadership and management, principals, senior teachers and school inspectors emphasised the promotion of good communication within the school and with other schools. Middle managers and school inspectors mentioned the involvement of staff and parents in the decision-making and management of the school. Senior teachers and school inspectors mentioned the use of a democratic style of management. They also mentioned the provision of the necessary learning and teaching materials, and the appointment of the people with the necessary management skills in management positions. Middle managers identified the need for schools to exercise proper planning, and good financial management.



4.2 Analysis

The researcher analysed responses of interviewees in summary form according to the eight themes reflected in chapter 3, page 70. To give more clarity on responses related to the mentioned themes, written responses on the same themes are provided.

theme	principals	middle managers	senior teachers	school inspectors
vision and school goals	*staff involvement to promote ownership and ensure successful implementation of goals *collective	*involve staff and parents in setting school goals *work as a team when setting school goals *strive to achieve	*involve staff and parents in developing school goals *work as a team when setting school goals	*involve staff and parents in setting school goals *assist with in-service training courses *school inspectors

	<p>decision-making</p> <p>*hold meetings with staff and parents</p> <p>*draw up procedures and guidelines</p> <p>*selling style of leadership</p>	<p>few goals</p> <p>*prepare teachers by training them</p> <p>*have a year plan to guide the activities of the school</p>	<p>*develop annual plan</p> <p>*parental involvement sometimes hampered by non-participation of parents in school issues</p>	<p>should assist staff-</p> <p>* some schools operating without goals</p> <p>*some principals fail to ensure that delegated responsibilities are carried out</p>
<p>decision making</p>	<p>*involve staff and parents in decision making</p> <p>* involve teachers when setting instructional policy</p> <p>*principals should have confidence in staff</p> <p>*work as a team</p> <p>* control staff to ensure work is done according to plan</p>	<p>*involve staff and parents in decision-making</p> <p>-refer subject related matters to subject heads</p> <p>*appoint disciplinary committees</p> <p>*management not doing enough to involve parents in the management of the school</p>	<p>*involve teachers in decision-making</p> <p>*teachers should serve on school board</p> <p>*refer subject related matters to subject heads</p> <p>-school is tripartite institution requiring the active participation of teachers, parents and learners</p>	<p>*involve staff in decision-making</p> <p>*inspectors should check on staff involvement in decision-making when they visit schools</p> <p>*some principals delegate responsibilities to staff</p> <p>* involve staff in various committees</p> <p>*some principals do not ensure that</p>

			*sometimes parents are reluctant to come to meetings	delegated responsibilities are carried out
communication	*communicate with school staff, learners and parents *communicate through notices, letters, radio, telephone, verbal announcements or discussions * principals meet at principals' association *teachers meet their colleagues at their school and other schools to discuss subject related issues	*management communicate with staff , learners and parents *communicate with other schools *communicate through letters, circulars, radio, verbal announcements and discussions *staff plan school programmes together	*management communicate with staff, learners and parents *teachers encouraged to suggest agenda points for staff meetings *teachers encouraged to come up with suggestions to improve school administration *school communicates within and beyond school boundaries	*many schools have communication systems in place *communicate through meetings, news letters and formation of committees *some school staff visit villages in remote areas to discuss school matters *communication in some schools is not transparent and open
commitment	*believe in	-management	*promote good	*communicate

<p>abilities of staff, have confidence and trust in them and involve them in the management of the school</p> <p>*school must have good supervision and monitoring</p> <p>*give responsibilities to teachers</p> <p>*organise orientation for new learners</p> <p>*parents contribute to school development fund</p> <p>*sometimes staff do not commit themselves eventhough they were part of the decision made</p>	<p>involve staff and parents in the development of school goals</p> <p>-management supervise and monitor school programmes</p> <p>*school staff is involved in the management of the school</p> <p>*parents are given some responsibilities</p> <p>-management assisting staff through class visits</p> <p>* parents to be involved not only when school wants to raise money but also when setting school goals</p>	<p>communication between management and staff, learners and parents</p> <p>*promote team-work among staff</p> <p>*involve staff and parents in the development of school goals and decision-making</p> <p>*management set example by being committed and have positive attitude towards staff</p> <p>*management should compliment teachers for the job well done</p> <p>*management should not only rely on committed staff to do the job</p>	<p>tasks well to staff</p> <p>-involve staff and parents in decision making</p> <p>-send staff for in-service training</p> <p>*encourage staff to share subject knowledge within the school and with other colleagues at other schools</p> <p>*conduct class visits to ensure that work is done</p> <p>*parental and community involvement is sometimes minimal because they do not turn up for meetings</p>
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resource management	<p>*some schools have resource management committees</p> <p>*keep record of the available resources</p> <p>*teacher in control of stock, e g, textbooks</p> <p>*learners encouraged to look after their books e g, cover them</p> <p>*management check on condition of books when they conduct class visits</p> <p>*learners required to replace lost books</p>	<p>*teacher in charge of textbooks</p> <p>*learners encouraged to look after textbooks</p> <p>*management check on condition of textbooks when they conduct class visits</p> <p>-school raises funds to buy learning and teaching materials</p> <p>*teachers and learners encouraged not to waste school time</p> <p>*school has a policy requiring learners to replace lost books</p>	<p>*teacher in charge of textbooks</p> <p>*conduct book inspection</p> <p>*buy books out of school development fund</p> <p>*teachers and learners are encouraged to use school time efficiently and effectively</p> <p>-textbook inspection carried out each term</p> <p>*school has a policy requiring learners to replace lost books</p> <p>*sometimes books ordered from Government stores are not delivered on time</p>	<p>*schools should order their books in time</p> <p>*some schools have good management and control of their books</p> <p>*some schools make learners take responsibility of their books in writing</p> <p>*schools have timetables to assist them with time management</p> <p>*schools encouraged to use school time efficiently and effectively</p>
instructional	*management	*subject policy	*ensure that	*management

leadership	<p>conduct class</p> <p>visits to monitor learning and teaching</p> <p>*check learners' work</p> <p>*promote efficient subject management</p> <p>*ensure that subject heads and HODs carry out effective subject control</p>	<p>guiding preparation and subject teaching</p> <p>*management conduct class</p> <p>visits to monitor learning and teaching</p> <p>*HOD and subject heads check on teachers work and ensure that work is done according to set guidelines</p> <p>*emphasise proper subject planning</p> <p>*teachers assist one another in promoting good teaching</p> <p>* experts are sometimes invited to come and assist teachers in the promotion of learning and</p>	<p>school gives prominence to academic programmes</p> <p>-school discusses the improvement of learning and teaching and the achievement of set goals</p> <p>-principal encourages and promotes commitment among school staff</p>	<p>conduct class</p> <p>visits to monitor learning and teaching</p> <p>*some principals encourage teachers to attend workshops to upgrade their teaching skills</p> <p>* encourage subject meetings within the school and with other schools</p>
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		teaching		
leadership and management style	<p>*management carry out planning and involve staff in the management of the school</p> <p>*promote good communication in the school and between schools</p> <p>*conduct regular school board meetings</p> <p>*provide school rules</p> <p>*bottom-up style of leadership promotes staff and parental involvement in the management of the school</p>	<p>*principal uses a participatory style of management</p> <p>*school has a disciplinary committee</p> <p>*school uses a democratic style of management</p> <p>-principal involves staff in decision making</p> <p>-it is sometimes difficult to use one style of leadership at all times</p> <p>*school rules are well spelt out</p> <p>*does not stick to one style but adopt the one that suits the situation at hand</p>	<p>*principal uses a participatory style of leadership</p> <p>*principal involves staff and parents in decision-making</p> <p>-school uses a democratic style of management</p> <p>bottom-up style of leadership is best because it promotes ownership and commitment in implementing decisions</p>	<p>*principal uses a participatory style of leadership</p> <p>*school uses a democratic style of management</p> <p>*staff responsibilities are well spelt out and allocated</p> <p>*principals sometimes change their leadership styles within limits of education policy to manage a particular situation</p>
professional	*need skills in	*need skills in	*need skills in	*need skills in

development	<p>how to promote good communication</p> <p>*need skills in how to promote good financial management</p> <p>*need skills in conflict management</p> <p>*need skills in promoting good discipline and motivate staff to work hard</p> <p>*need skills in how to involve staff and parents in the management of the school</p>	<p>how to promote good financial management</p> <p>*need skills in how to promote good communication</p> <p>*need skills in how to involve staff and parents in the management of the school</p> <p>*need to adopt a democratic style of leadership and management</p> <p>*need to acquire computer literacy skills</p>	<p>how to promote communication</p> <p>*need skills in how to involve staff and parents in the management of the school</p> <p>*need skills in how to promote a democratic style of leadership and management</p> <p>*need skills in how to promote good instructional leadership at school</p> <p>*need skills in how to promote good discipline at school</p>	<p>how to promote good communication</p> <p>*need skills in how to promote good financial management at school</p> <p>*need skills in how to involve staff and parents in the management of the school</p> <p>*principals receive management courses not only to enable them manage their schools well but also to train their management</p> <p>* inspectors to make follow-ups to ensure whether what has been</p>
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				learnt is implemented
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The schedule above indicates that the majority of school principals, middle managers, senior teachers and school inspectors responding to questions on the development of school vision and the setting of school goals; the decision-making process a school may use to ensure commitment in achieving school goals, emphasised the involvement of staff and parents in the development of school vision and setting school goals. They also stressed the need to involve staff and parents in the decision-making process and management of the school to enhance ownership and promote commitment in implementing school programmes and achieving school goals. Almost half of middle managers and school inspectors emphasised that many schools conduct class visits with the aim of identifying teachers' problems and offer them the necessary assistance. They said some schools have teachers participating in committees, hence, they are involved in the decision-making process and the management of the school. Stressing the need to involve role players in education in the decision-making process, a senior teacher stated that school is a tripartite institution requiring the active participation of teachers, parents and learners.

One school principal supported by the head of the department, a senior teacher and a school inspector emphasised the need for the school leadership and management to draw

up school procedures, rules and regulations; the need to exercise control to ensure that work is done; the need to draw up a plan which guides school programmes and activities. One principal for example stressed the need for school principals to have confidence in their staff. The other mentioned that the principal as the leader of the school may take a decision and sell the idea to the staff and parents. One middle manager supported the idea of drawing what he called a year plan to guide the programmes and activities of the school. He further stressed the need for staff to work as a team. One middle manager emphasised that to promote commitment teachers need go for upgrading courses.

The majority of interviewees in the four groups stated that school principals and their management communicate to school staff, parents and school community. They also stated that schools often communicate through letters, radio, telephones (for school having such facilities), notices, announcements, discussions and meetings. A school principal supported by a senior teacher stated that teachers at their schools often meet their colleagues from other schools to discuss the improvement of subject teaching. A school inspector stated that some schools in his circuit organise teachers to visit certain communities with the aim of discussing school issues with them.

Almost half of the school principals, middle managers and senior teachers interviewed stated that their schools have teachers in charge of textbooks. This teacher is responsible for distributing books to other teachers and encouraging them to take care of the books they received for their classes. Two principals supported by a middle manager and a school inspector stated that in some schools management check on the condition of books

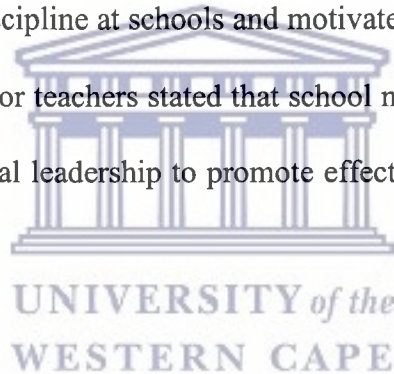
when they conduct class visits. A circuit inspector supported by a principal stated that some schools have a policy requiring learners to replace lost books. One school principal stated that his school has a resource management committee.

Some school inspectors, principals and middle managers stated that management in some schools conduct class visits to monitor learning and teaching. They further stated that principals ensure that heads of departments (HODs) and subject heads are involved in subject management to promote learning and teaching. One school inspector mentioned that school principals should encourage teachers to conduct subject meetings within the school and with other schools. The other mentioned the need for teachers to attend up grading courses to help them improve their teaching skills.

A good number of middle managers, senior teachers and school inspectors stated that principals in many cases use the participatory and democratic style of leadership in that staff and parents are involved in the decision-making process of the school. A middle manager stated that their school has a disciplinary committee in which teachers participate and are involved in the decision-making process. The other middle manager stated that principals and management staff should be firm but be able to listen to teachers' views and concerns. A principal supported by a senior teacher stated that they support the bottom-top style of leadership which allows staff and other stakeholders to voice their opinion before a decision is taken thereby promoting ownership and enhancing commitment in achieving the decision. A middle manager supported by a school inspector stated that it is difficult to use one style of leadership in all situations therefore,

it is important for a school principal and his/her management to adopt a style which suits the situation.

More than half of school principals, middle managers, senior teachers and school inspectors stated that school principals, deputy principals and heads of departments need skills in how to promote good communication links within their schools and with other institutions. Some middle managers and senior teachers stated that school principals need skills in how to promote a democratic style of leadership and how to involve staff and parents in the management of the school. One principal stated that school principals need skills in how to promote good discipline at schools and motivate staff to get committed in achieving school goals. Two senior teachers stated that school management need skills in how to promote good instructional leadership to promote effective learning and teaching in schools.



Some interviewees from the four groups mentioned some factors which hamper efforts to promote effective leadership and management in schools. For example, one inspector stated that some school principals delegate responsibilities to staff but fail to exercise supervision to ensure the success of the delegated responsibilities. One principal stated that sometimes even though staff are involved in the decision-making process, they are not committed to implementing the decision taken. This situation requires the principal to change his/her leadership style to suit the situation at hand. Tannenbaum and Schmidt (1957) quoted by (Hersey and Blanchard, 1982:86) suggest a continuum of leader behaviour which shows the different styles of leadership a leader could use to address a

situation, depending on the maturity level of the person one is dealing with. One head of department stated that in some cases parents are only involved in decision-making when the school wants to raise some money, but are not involved in the formulation of school goals. A senior teacher and an inspector pointed out that sometimes school management make efforts to involve parents in school management issues and calls them to meetings but parents are reluctant to attend such meetings. This situation also calls for the principal to change his/her approach in dealing with parents to try and find the one which will be suitable in his/her situation. A head of the department raised a concern that some primary school's communications are not transparent and open.

Summary

Responding to the question of promoting efficient and effective primary school leadership and management the study seem to suggest the participatory style of leadership and management. Owens (1981:157-188) suggests that there is no one universal best way to exercise leadership under all conditions, it suggests therefore, that it is necessary for a leader to assess the situational contingencies in selecting a style of leadership to adopt in a particular situation. In choosing a leadership style for example, a leader must go for leadership style which is most suitable, and will promote effectiveness in a situation. Most of the responses on the above themes seem to emphasise the fact that primary school principals and their management involve staff and parents in decision-making and management of the schools. A good number of responses advocate the use of a democratic style of management which is related to participatory style of management. Livingston (1974), Reeves (1975), Davies (1983), Bush (1986), Caldwell and Spinks

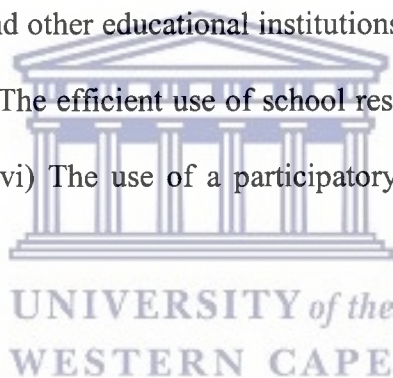
(1988), Sergiovanni (1995) McCann (1996) suggest the democratic and participatory style of leadership and management which enhances ownership and promotes commitment in achieving school goals.

Some responses suggest that primary school leadership and management promote good communication within the school and with other schools. Other factors mentioned are the promotion of good planning and good financial management, laying down of school rules and procedures, efficient use of school resources and school time.



CHAPTER 5 CONCLUSIONS AND RECOMMENDATIONS

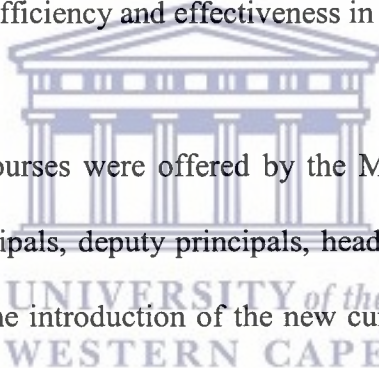
The findings of the study indicate that many interviewees identified (i) The need to appoint teachers with the necessary leadership and management skills in leadership and management positions such as principals, deputy principals and heads of departments, and the need to give them continuous in-service training to help them cope with their demanding task of leading and managing their schools. (ii) The need to promote good planning in primary schools. (iii) The promotion of good communication within the school and between the school and other educational institutions. (iv) The laying down of school rules and procedures. (v) The efficient use of school resources and the promotion of good financial management (vi) The use of a participatory and democratic style of leadership and management.



5.1 THE NEED TO APPOINT PEOPLE WITH THE NECESSARY LEADERSHIP AND MANAGEMENT SKILLS AS PRIMARY SCHOOL PRINCIPALS, DEPUTY PRINCIPALS AND HEADS OF DEPARTMENTS, AND THE NEED TO GIVE THEM CONTINUOUS IN-SERVICE TRAINING

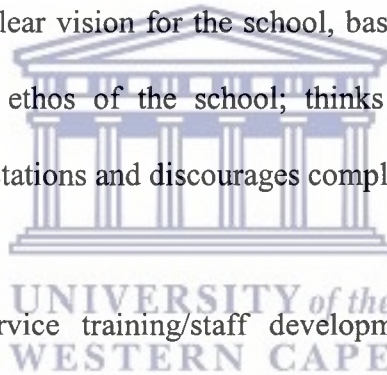
A good number of middle managers and school inspectors strongly emphasised the fact that one important and initial step towards promoting efficient and effective primary school leadership and management in Namibia is the appointment of teachers with the necessary leadership and management skills as primary school principals, deputy

principals and heads of departments. Emphasising the importance of training primary school principals and their management, one senior teacher said, “People in leadership positions should be trained to enable them to perform their demanding tasks.” Supporting this statement one principal stated that leadership and management are broad concepts to enable primary school principals and their management to cope with their demanding tasks therefore, they should be trained continuously. Supporting the need for training school principals, Bush (1998:4) says the principal plays a highly significant role in school management, being both the focal and pivot figure at the centre of decision-making at the school. They need continuous training to enhance quality leadership and management aimed at promoting efficiency and effectiveness in schools.



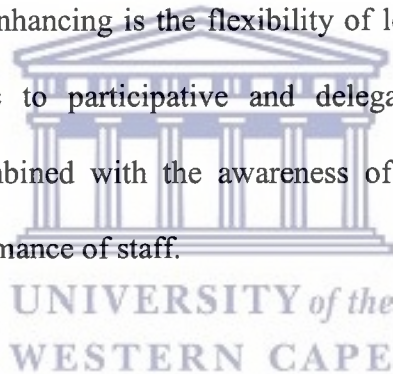
In Namibia, in-service training courses were offered by the Ministry of Education and Culture to secondary school principals, deputy principals, heads of departments, subject heads and subject teachers with the introduction of the new curriculum in the early 90s. These courses focused at providing the above-mentioned staff with the basic competencies aimed at enabling them to implement the new curriculum. Little was done in respect of offering school leadership and management courses. Similar courses were offered to primary school staff with the introduction of the new primary school curriculum in the late 90s. A number of other sporadic courses were and still are being offered by organisations such as the Institute for Educational Career Development (IECD) more often to secondary school principals and their management staff as compared to primary school principals and their management staff. For example, in the Windhoek Education region school principals have been receiving training on how to improve the

management of their schools offered by the Institute for Educational Career Development (Commonwealth Secretariat 1993:8-9). The need to offer leadership and management training to both primary and secondary school principals to ensure effective curriculum change and effective school leadership and management in Namibia in view of our past dispensation is crucial. Bush (1998:3) says, “The International School Improvement Project (ISIP) in the 1980s made an important contribution to our understanding of why the performance of schools differ and how school improvement can be generated. It has become received wisdom that the quality of the principal is one single variable in the school effectiveness”. A well-lead and managed school provides excellent leadership and a clear sense of direction; has a clear vision for the school, based on values and beliefs; actively shapes the culture and ethos of the school; thinks and plans strategically; encourages quality and high expectations and discourages complacency.



The value of continuous in-service training/staff development in Namibia which emphasises the training of school principals who are at the centre of school development cannot be over-emphasised. Staff development concerns the means by which a person cultivates those skills whose application will improve the efficiency and effectiveness of an organisation and help to achieve its aims and objectives. Staff development is a planned influence of an individual’s psychological mind-set and process, whose purpose is to gain from staff an attitudinal commitment to the philosophy, values and goals of an organisation (Main 1985:2).

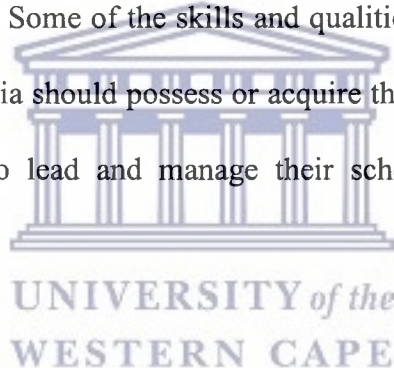
Day and Moore (1986:13-15); and Wallance and Butterworth (1987:16) state that the development of training programmes for school leadership and managers should be based on the classification of their roles, and the skills they need to perform those roles effectively. For example, the major roles of a school leadership is to ensure that human, material and financial resources are well managed, to create a climate which enhances and promotes effective learning and teaching at the school, to promote good communication links at school, between school and school community and other educational institutions. They further outlined the four organisational cultures which shape the role of leaders and therefore, the skills they require to do their job effectively. They say what appears to need enhancing is the flexibility of leadership style along the continuum from strict/autocratic to participative and delegated style of leadership according to circumstances, combined with the awareness of how the impact of the chosen style will affect the performance of staff.



Greenland (1983:53-54) states that providing job-related training for principals and deciding its form and content are becoming issues of major concern in a number of Western countries as well as in Africa. In the United Kingdom, for example, the customary practice of administering sporadic on-the-job training courses to groups of principals is being retained, but only as a third phase of a training cycle. All newly appointed principals should receive an induction course, and participation in certain university-based courses is increasingly being recognised as an essential criterion for selection to the post of school principal. In Botswana for example, there is a programme known as the Botswana Educational Action Management in Schools aimed at offering

continuous in-service training courses to secondary school staff in the areas of school development planning, curriculum leadership, managing change, conflict management and working through teams (Ministry of Education in Botswana 1996:4-11).

The school environment in Namibia and elsewhere is complex and ever-changing, requiring school principals and their management teams to need a continuous upgrading training programme. The aim of the programme is to equip school principals and their management with the necessary leadership and management skills which will enable them to lead and manage their schools efficiently and effectively (Coombe, Wrightson, Uugwanga and Bennell 1999:22). Some of the skills and qualities identified by the study which school principals in Namibia should possess or acquire through a pre-service or an in-service training programme to lead and manage their schools effectively, are the following.



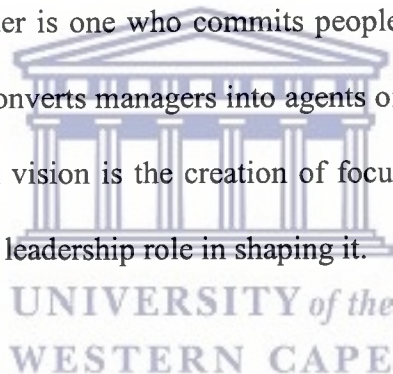
5.1.1 A VISION ALONG WITH AN UNDERSTANDING OF THE STEPS NEEDED TO ACHIEVE SCHOOL GOALS

School administrators in Namibia must have a vision for their schools that sets out what they want to accomplish and what they want to improve or implement at their schools. They must make sure that their vision is developed with the participation of the school staff and parents and that it is in line with the vision of the Ministry. Effective leadership depends on the administrator's style, personality, skill and ability to articulate a vision acceptable to the parents, school board members, teachers and learners of his/her

particular situation. Therefore, school administrators need to outline the steps required to achieve this vision consequently enabling the school to realise its aims and objectives.

Davis (1998:2) for example, says the visionary principal is one who knows what needs to be done, how to go about doing it, and how the finished product ought to look. The visionary principal understands that the process of getting things done is ongoing, and that the school is part of an organisational landscape that is forever changing and evolving.

McCann (1996:131) says, a leader is one who commits people to action, who converts followers into leaders, and who converts managers into agents of change. He further says, management of attention through vision is the creation of focus. Leaders are those who come up with a vision, and play a leadership role in shaping it.



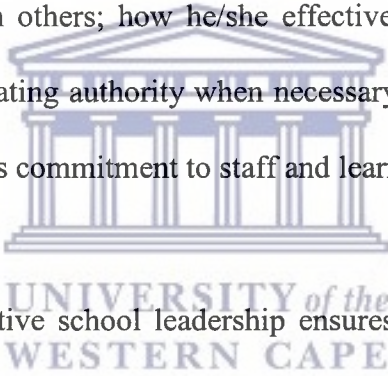
Whitaker (1983:123) says staff who lack good leadership are unlikely to be motivated. He further says one of the indicators of good leadership is an enthusiastic and committed staff working to high standards. The principal has to be skilful at maintaining this enthusiasm and ensuring that the work the teachers do is satisfying, rewarding and geared towards achieving the set objectives and school goals.

Ainscow (1988:76) says an effective school should have clear goals. He further states that clearly stated goals give the school a sense of purpose, and enhances the planning and implementation of its programmes. He continues to say an effective school has a culture

of collaboration in which all partners in school, that is the school principal, teachers, learners, parents and school community share a commitment to work together to develop the school's learning environment.

5.1.2 A DESIRE TO MAKE A SIGNIFICANT DIFFERENCE IN THE LIVES OF LEARNERS AND STAFF

Desire to make a difference in the lives of learners and staff is a matter of self-awareness. How one commits his/her staff to work for the success of education programmes at the school; how one works best with others; how he/she effectively establishes a positive relationship while still communicating authority when necessary, and how one maps out strategies for communicating one's commitment to staff and learners is vital.



Ainscow (1991:96-97) says effective school leadership ensures that: (i) learner control system is using rewards, praise, encouragement and appreciation more than punishment; (ii) working conditions for learners and teachers are responsive to learner and teacher needs; (iii) school makes effective use of class and homework and sets clear and explicit academic goals; (iv) teachers provide good models of behaviour through exhibiting good time keeping and a clear apparent willingness to deal with learners' personal and social problems; (v) teachers prepare lessons in advance; (vi) teachers manage and maintain discipline at the school; (vii) teachers reward good behaviour and are able to take swift action to deal with any disruption by learners.

Sergiovanni (1995:151) supported by Bush (1998:3) say effective school leadership makes efforts to serve all learners, locate support networks to assist them, involve them in school affairs, honour their performance and give attention to their welfare. It involves learners in many activities of running the school. Teaching and learning needs are given priority and an atmosphere of co-operation and trust is created through a high level of interaction between learners and teachers. Learner development and the provision of well-rounded academic programmes are the primary goals of an effective school leadership.

They further say effective school leadership promotes a feeling of empowerment among teachers which contributes to ownership and increases commitment and motivation to work. It encourages teachers and other professional staff to be responsible. This upgrades the importance and significance of staff members' work and provides a basis for recognition of their success. It also promotes a sense of accountability amongst staff, which provides for a healthy measure of excitement, challenge and importance that raises the commitment for accomplishing the task. Effective school leadership has clear organisational personality characterised by stated mission, goals, values and standard of performance. They have a sense of order, purpose and direction fostered by consistency among teachers, an atmosphere of encouragement from the staff, a balanced work and human-centred environment. They create a working environment that is open, friendly and culturally inviting and accommodative.

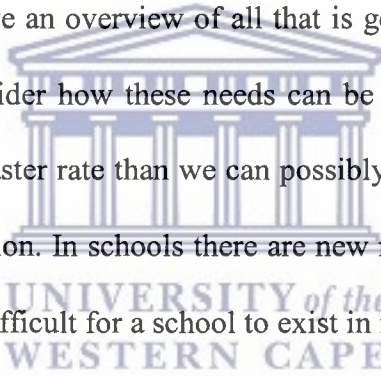
5.1.3 AN UNDERSTANDING THAT CHANGE IS ONGOING AND THAT IT RESULTS IN A CHANGING VISION OF THE SCHOOL LEADERSHIP

It is necessary for school leaders, managers and staff to be informed about the successful management of change, for the change process in schools to be successful and achieve its aims and objectives. School principals and their management in Namibia should be familiar with the dynamics of change otherwise they will find it difficult to understand and facilitate curriculum, personnel, technological and learning environment changes at their schools if they do not understand the dynamics of change. The management of change in schools where interviews were conducted varies from school to school. In a few of the schools in which interviews were conducted management of change is good. In many other schools, management of change is improving but there is still much to be done to improve the management of change in those schools. Working effectively with staff, guiding and directing them in a changing environment is one of the prime skills of a school principal for him/her to work as an effective facilitator of change (Schmieder and Cairns 1998:1).

Everard and Morris (1985:174) state that the critical importance of leadership and managerial strategy in keeping a school healthy and progressive is that the school principal needs to have a model or philosophy of how the school should work, and how it can be changed; then together with his/her management, staff and parents, he/she must constantly update this in line with the needs of the changing situation. Managing change

and making it stick is a process involving: (i) The principal recognising the need for change; (ii) diagnosing current reality by taking stock of the present situation and the desired future results; (iii) mobilising commitment to the change amongst those who will be affected by the change in the school; (iv) drawing up plans to get there by taking decisions as to the appropriate course of action, implementing the plan, monitoring results and giving feedback to the major actors and beneficiaries involved (Ministry of Education in Botswana 1996:2-3).

Waters (1984:203) says the principal is probably in the best position to institute change. He/she is the one who should have an overview of all that is going on, be able to assess the needs of the school and consider how these needs can be met. Today, it seems as though things are changing at a faster rate than we can possibly adjust to. Industry needs to adapt to rising needs of the nation. In schools there are new materials, new techniques and ideas. It is also increasingly difficult for a school to exist in ideological isolation.

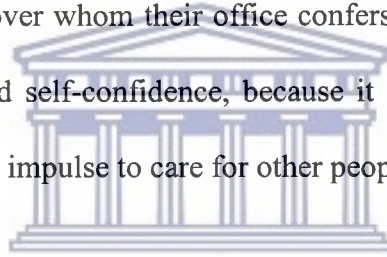


5.1.4 A PORTRAYAL OF A SENSE OF SELF-CONFIDENCE IN THE LEADERSHIP

The changing situation in Namibia from a pre-colonial era to an independent one poses challenges to school principals. For example, they are faced with the management of new education policies aimed at addressing educational issues differently. Responding to this challenge one primary school principal said, “I work with the staff, I show them that I am one of them, and that I am working with them”. She further stated that, “Only when staff

know you are with them will they give you their positive support”. This principal’s response shows that one of the ways she is trying to promote effective school leadership at her school is by trying to win the confidence of the staff and by promoting team work at the school.

McCann (1996:93) says, Principals must be sincere in their action and relationship with staff and learners. Sincerity is a quality that commands respect amongst staff, between school leadership and learners as well as the school community. He further says they must have respect for others. It is important that principals have respect for others because of the increased number of people over whom their office confers authority. It is important that principals show humility and self-confidence, because it is that condition of inner harmony which allows the human impulse to care for other people.



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Waters (1984:132) says it is important for the principal to know his/her staff, discover their interests, abilities and attitudes. He/she has to find out what they are good at, what they find difficult to do, what they hate doing, the best way of treating them to elicit contributions, support and co-operation from all. Dean (1985:9-10) says effective principals have strong personalities. They are active, assertive, quick to assume initiative. They take charge, and encourage staff to take ownership of the school programmes.

5.1.5 SKILL ON HOW TO HANDLE AND MANAGE A CONFLICT IN THE SCHOOL

Research findings point to the fact that it is important for the school principal to possess skill on how to handle a conflict in the school. In Namibia, a young country which has just emerged from a colonial rule to an independent one, there are a number of challenges for any leader in any leadership situation including schools. In many schools for example, some authorities still find it difficult to follow the democratic style of leadership, where school staff, parents and learners should have an active role in the management of the school, and have a voice in the decision-making process. Situations like this often make parents, learners and sometimes even school staff question certain things in the school. Difference in opinion related to the general change and fast developments occurring in the world have some influence in the lives of people in Namibia and makes them see things in a different way. These situations raise conflicts in schools.

Hanson (1980:176) describes what the role of the principal should be when he is the defendant and conciliator of conflict.

(a) Defendant of conflict

- Do not over-react, keep cool, listen carefully and neutrally;
- ascertain the scale of the problem;
- make sure whether you can handle the problem, or if it should be referred elsewhere;

- ask for the evidence if possible, and identify the source of the problem;
- determine the various lines of appeal;
- consider the option of keeping a waiting brief, and be prepared to reserve his/her defence.

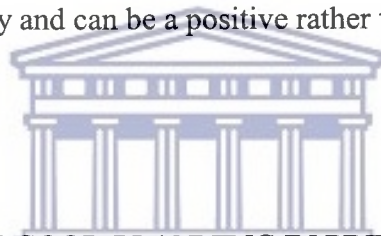
(b) Conciliator of the conflict

- Get the parties to the dispute to realise that conflict is not universal but a necessary requisite of change;
- break down the attitudinal consistency of each disputant;
- after breaking down frozen but antithetical attitudes of disputants, minimise the individual loss of faith;
- break the conflict into fractional workable components;
- consider common-enemy, high interaction, shared goal strategies of the people involved in the conflict; and
- remember that nobody loves a go-between.

To be effective managers of conflicts in schools, and be impartial inter-mediaries between disputing parties, school principals and managers need to develop certain attitudes and skills. Everard (1990:106) states that first principals and school managers need the ability to confront a difference of opinion. They should show in their attitude that they are open to reason. Secondly, they must be able to present their ideas and feelings clearly, concisely, calmly and honestly. Thirdly, they need to develop listening skills, which include the ability to show someone that they understand what has been said by

sometimes paraphrasing what has been said. They also need to develop the habit of asking questions. Fourthly, they need skill in evaluating all aspects of the problem. They also need to be able to articulate the common goals which help both parties to rise above their differences.

School principals should not fear conflict, withdraw from it and often try to avoid it. They must rather encourage people to confront the conflict situation. Kraybill (1992:8) argues that in a situation where people or groups of people avoid conflict, the unresolved conflict festers and in many cases explodes into the open in the end. Conflict in the long run must therefore, be managed intelligently and can be a positive rather than a negative force in the life of a school.



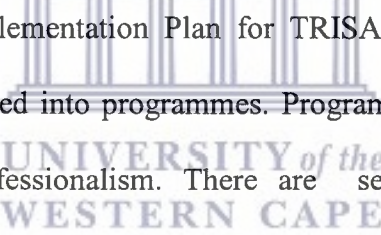
5.2 THE NEED TO PROMOTE GOOD PLANNING IN PRIMARY SCHOOLS

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The researcher observed that good planning is one important factor in promoting efficient and effective school leadership and management. The study discovered that some primary schools have year plans, that some of the year plans only outline school programmes for the year, guiding and directing the everyday activities of the schools. A few primary schools have school development plans relevant to the school's present situation, what the school plans to achieve in three, four or five years' time. They have an action plan, school motto, school mission, and school aims. In most cases it was discovered that in such schools programmes are well organised, staff know what they should be doing and when, and school activities are running smoothly. In some primary

schools, where only lesson preparation materials were available, school programmes and school activities were not so well organised. In such cases one would find a situation where school stock such as textbooks are not well maintained, nor are teachers very clear about their role besides teaching lessons.

One of the goals in the Strategic Plan of the Ministry of Basic Education Sport and Culture is improving education quality. It is stated in the Plan that perhaps the most important challenge in improving the quality of education in Namibia is to ensure that school leadership, management and staff are well prepared for their responsibilities (Ministry of Basic Education Sport and Culture 2001-2006:3).



The Five Year (2000-2004) Implementation Plan for TRISANO (slogan for working together) in South Africa is divided into programmes. Programme 2 focuses on School Effectiveness and Educator Professionalism. There are seven projects under this programme some of which are “making school work, leadership and management, governance, status and quality of teaching, learner achievement”. The two strategic objectives reflected in the Plan under Leadership and Management are: (i) To ensure that all schools have the leadership and management with the vision and sense of purpose to promote and enhance learning and teaching. (ii) To facilitate the establishment of a leadership development and management training programme for school management teams (Ministry of Education, South Africa 2000-2004:14).

There is an effort of encouraging planning in schools in Botswana. Similar efforts are being made in Namibia. The purpose of this exercise is to encourage schools to have plans which guide their programmes and activities. A Training Document by the Ministry of Education in Botswana (1996:1) says a plan is a route to a goal /objective. In order to achieve its objectives a school must plan actions that will enable it to achieve its goals. In a school where there is no plan, things are left to chance or chaos, roles are undefined, resources are under-utilised, misused or unused, and the school is disorganised and degenerates. Ainscow (1991:79-80) states that a plan has four stages, which are the assessment, planning, implementation and the evaluation stages.

(i) Assessment

The assessment stage is the time when the school gathers all the necessary information to enable it to assess its current situation. Assessment includes an examination of the school's effectiveness or ineffectiveness as seen by teachers, learners and parents. After analysing the information gathered, the school plans for the future.

(ii) Planning

At the planning stage, the assessed information is used to develop a School Growth Plan. Specific goals or objectives are set through detailed discussions among the school's management, staff and parents. Areas that require emphasis over the next plan period are translated into goal statements which capture a description of what success would be achieved when the action plan is implemented. An action plan is then compiled, including

responsibilities of staff members for specific activities, timelines by which they should be completed, and resources necessary to carry out the activities.

(iii) Implementation

During the implementation process, the school follows through with the Growth Plan. This is a long-range process, and requires review and monitoring to see whether activities have taken place and whether they appear to be having the intended impact.

As the implementation progresses, the school is encouraged to focus on support strategies to help staff who are involved in the initiation and implementation of change and development. These include monitoring and meeting of in-service needs, dealing with problems effectively, and building an environment of trust and support.



(iv) Evaluation

The final stage of the School Growth Plan is its evaluation. This is fundamental to the Growth Plan because it is essential to devise ways of knowing whether the changes lead to improvement in students' learning and other education programmes. Not only is it important to know the degree to which objectives have been achieved, but also whether the activities have been completed and also whether the plan itself has been successful.

5.3 THE PROMOTION OF GOOD COMMUNICATION IN THE PRIMARY SCHOOLS AND BETWEEN SCHOOLS AND OTHER EDUCATIONAL INSTITUTIONS

All four groups of interviewees stressed the need for improved communication to promote effective leadership and management in schools. Some middle managers and senior teachers stated that their principals do not communicate well within the school, and between the school and other educational institutions. They said such principals seem not to facilitate a smooth flow of information to all the staff, and that they do not conduct regular staff meetings where staff share information. School inspectors stated that staff in schools with good communication are well informed. Co-ordination, commitment and team-work are good. They have good working relationships with neighbouring schools and develop peer-group working relationships with colleagues from other schools as compared to schools with poor communication.

Supporting the need to promote good communication links within the school and between the school and other educational institutions, Sergiovanni (1995:151-154) says effective school leadership establishes a variety of methods for communicating with staff, as well as working with parents and the community. Staff, parents and the community are involved in the planning, development and implementation of the school development plan. It ensures that parents are involved in all aspects concerning the education of their children.

Dean (1985:145) states that successful communication involves seeing that people have all the information they need at the appropriate time, in a form which they understand better. The task of any school principal therefore, is first to see that right information reaches the right people at the right time and secondly, to ensure that appropriate information is given to the middle management team of the school to help them take decisions and manage the school effectively.

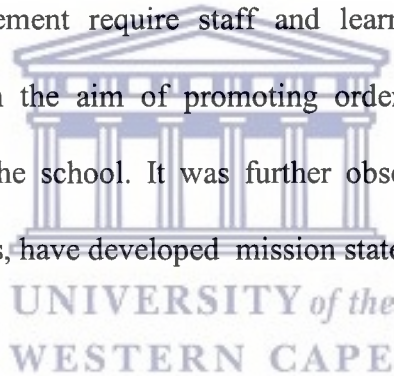
He further states that a good deal of information is communicated informally especially in small schools, but communication is more likely to be efficient if there are systematic procedures and ways of dealing with things. Dean (1985:153) further suggests that for someone to promote effective communication he/she should direct his/her information to someone and not generalise. The information should fulfil a need or rouse an interest amongst the audience. The information should be seen to give power in some cases, status, or suggest something good to people. The information should be presented in the right manner. The source of the information should be respected.

An effective school should have a good communication system and a sense of order, purpose and direction fostered by consistency among teachers, an atmosphere of encouragement in which learners are praised, rewarded and have a work-centred environment. The principal and staff should commit themselves to breaking down institutional barriers to equality, and work to promote good communication at the school.

They should create a school environment that is friendly and inviting to all (Sergiovanni 1995:153).

5.4 THE LAYING DOWN OF SCHOOL RULES AND PROCEDURES

The study discovered that some primary schools involved in the study have a set of school rules for teachers, and another set of school rules for learners. Talking to school principals and the management staff, and observing what was happening in schools it was evident that school rules for both teachers and learners inform them of what things the school's leadership and management require staff and learners to observe, follow, implement and live up to, with the aim of promoting order, harmony, consistency, efficiency and effectiveness at the school. It was further observed that some primary schools in addition to school rules, have developed mission statements for their schools.



Primary school principals, middle managers and school inspectors emphasised the need for primary school leadership to lay down school rules and procedures to guide the activities of the staff and the entire school community. School inspectors emphasised the fact that the schools where school principals have developed school rules and procedures are well organised, orderly, staff and learners know what the school requires them to do. Musaazi (1982:61) says leadership is a social responsibility between the principal and his/her staff, learners and parents. He maintains that school leadership is determined by the way the principal relates to his/her staff, learners, parents and school community, and how his/her leadership is able to promote a good working atmosphere within the school.

The provision of school rules and procedures helps to give direction, order, consistency and harmony in the operation of the school. They help to cultivate a sense of cultural values in the minds of the staff, learners and the community.

5.5 THE EFFICIENT USE OF SCHOOL RESOURCES SUCH AS TEXTBOOKS, TIME AND SCHOOL FINANCES

(i) Text books and other learning and teaching materials

Research findings show that school principals, middle managers and senior teachers emphasise the fact that their schools have some control mechanisms in place to ensure that their material resources such as textbooks are well managed. One school principal interviewed mentioned the fact that schools receive limited resources from the Ministry, requiring school staff to take care and manage them efficiently. Many interviewees mentioned that their schools have a staff member responsible for school stock. This staff member ensures that school stock is ordered in time, stock is given out to both learners and teachers and that at the end of the academic year books are handed back for storage, to be used again in the following academic year. Some schools have stock control committees responsible for the management and utilisation of school resources. Some interviewees said their schools make learners sign for the books they receive and make them responsible for replacing the books they lose. Some schools conduct book inspection at the end of a school term, some school management check on the condition of books when they conduct class visits.

School inspectors mentioned that some schools are good in managing their books, and others are not. For example, one finds a situation where some primary schools order their books and other stationery in time, while others do not. One school inspector confirmed the fact that some primary schools have a good stock-control system in place. Another school inspector said that when he visits schools, he discusses the management and maintenance of textbooks and other learning and teaching resources with school principals and their management, sometimes involving the entire school staff. Workshop organisers are encouraged to bring into their training programme, topics dealing with the management of school resources, to try and help schools improve the management of their resources.

(ii) School time

The most wasted resource in many organisations, including schools, is time, and time is the most difficult resource to recover once wasted. Research findings indicate that a good number of middle managers interviewed mentioned the fact that their schools have measures to ensure the efficient use of school time. They said that towards the end of the year their schools draw up year plans which guide the academic programmes of the following year. At the beginning of the academic year their schools draw up time-tables. School inspectors confirmed that schools have time-tables indicating time allocation per subject per teacher with the aim of ensuring that teachers use school time efficiently and effectively. One school inspector estimated that in his circuit about 60% of primary schools have good time management in that staff come to work on time. Learners and teachers are encouraged not to waste school time but to be punctual for school. He further



stated that about 40% of the primary schools are struggling with time management, because these schools often have extended break times.

(3) School finances

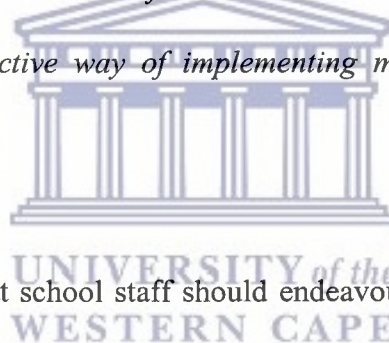
It is becoming a common trend in Namibia to hear or read in the printed media about the mismanagement of school finances. Research findings indicate that one of the reasons is the lack of training of school principals, and their staff in financial management. Findings further indicate that many school principals and staff delegated to take charge of school finances in primary schools, in most cases, do not have basic skills of how to manage school finances. In some cases it is lack of commitment, dedication and an attitude of self-enrichment. School inspectors for example, indicated that a financial management training programme aimed at offering basic financial management skills to school principals, their management and staff delegated to administer school finances would help to promote the efficient management of school finances.

In 1997 the then Ministry of Basic Education and Culture sent out a paper on financial management containing some guidelines on how to manage school finances. The aim of this paper was to curb the mismanagement of school finances and ensure that school funds are handled with great care (Ministry of Basic Education and Culture 1997:1). The Basic Education Support (BES)-11 Project of the United States Agency for International Development working with the Professional Development Division of the National Institute for Educational Development conducted a study among school principals, deputy principals and heads of departments in Ondangwa East and West, Rundu, Katima Mulilo

and Keetmanshoop Education regions in the year 2000. In this study the need to train school principals in efficient and effective school financial management was identified (Pfau 2000: 47-48).

Research findings for this study indicate that responses from many school principals, middle managers, senior teachers and school inspectors emphasise the fact that school resources need to be used and managed efficiently and effectively. Supporting this view Everard and Morris (1985:158) say while using school resources, school principals and his/her staff should ask themselves questions such as:

- (a) *Am I making efficient and effective use of the resources available to me?*
- (b) *What is the most cost-effective way of implementing my school programmes to achieve my school goals?*

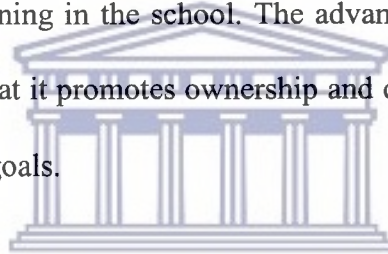


The above questions suggest that school staff should endeavour to use school resources well to be able to implement the school's planned programmes consequently to achieve the school's aims and objectives. School resources should not be wasted but be used as efficiently and effectively as possible to enable the school achieve its set goals.

5.6 THE NEED TO PROMOTE A PARTICIPATORY AND DEMOCRATIC STYLE OF LEADERSHIP AND MANAGEMENT

Research findings point to the fact that some school principals and their management use a participatory and democratic style of leadership. Some principals mentioned that they

involve their management and staff in the management of their schools. They said they involve them in the planning and decision-making process. Some middle managers and senior teachers supported the fact that their schools use a participatory and democratic style of leadership. Staff and parents in schools adopting a participatory and democratic style of leadership and management are involved in examining and discussing options before a decision is made. Some schools have working committees for discipline, sports, finance to mention just a few. School inspectors mentioned that successful primary schools use a participatory style of leadership and management. They said successful principals and management listen to teachers, parents and school community's views, and have control over what is happening in the school. The advantage of using this style of leadership and management is that it promotes ownership and commitment amongst staff and parents in achieving school goals.



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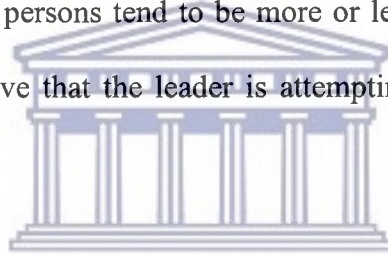
Some middle managers and senior teachers said their schools use a participatory and democratic style of leadership and management. Some school inspectors said only successful school principals and their management use this style of leadership and management. Commenting on the use of a participatory and democratic style of leadership and management Sergiovanni (1995:174) says shared goals and agreed upon decisions and programmes are the nerve centre of successful schools. McCann (1996:99) also emphasised the importance of a participatory style of leadership and management, when he said that the principal who permits teachers and parents to share in his/her decision-making is letting them know he/she values their judgement and recognises them as colleagues in the pursuance of their common educational endeavours.

One middle manager mentioned that it is difficult to use one style of leadership and management in all cases, and stressed the importance of changing the style of leadership and management to suit a situation. Sharing this view, Hersey and Blanchard (1982:133) say that a leader's effectiveness is the result of his/her ability to apply a leadership or management style which synchronises or is in harmony with the requirements of a given situation. Also supporting this view, McCann (1996:65) says the key to effective leadership is the leader's ability to diagnose the situation successfully and apply the leadership and management style that suits the situation and the task.

Commenting on the use of a democratic style of leadership and management, Bush (1986:62) says the democratic style of leadership and management stresses the viewpoint that leadership and management ought to be based on democratic principles and norms, but do not necessarily claim that these principles actually determine the nature of management in action. Stressing the need to apply a democratic style of leadership within limits one senior teacher said that even though their school applies a democratic style of leadership, too much democracy in the school is not good because it sometimes allows teachers not to follow school principles. Stressing the need to apply democracy within limits, Musaazi (1982:63) says in a school where decisions are not guided or directed by the school's leadership, where staff are free to do what they want, there will be anarchy and chaos, school programmes and activities will be negatively affected and consequently inefficiency and ineffectiveness will prevail.

Commenting on the use of a participatory and democratic style of leadership and management to enhance efficient and effective school leadership and management

Hersey and Blanchard (1982:150) suggest that the leadership style a leader adopts with individuals or groups depends on the maturity level of that individual or group the leader is attempting to influence. They further suggest that situational leadership is based on an interplay among (i) the amount of guidance and direction (task behaviour) a leader provides; (ii) the amount of socio-emotional support (relationship behaviour) a leader provides; (iii) and the readiness (maturity level) that followers exhibit in performing a specific task, function or activity. That is to say, an individual or a group is not mature or immature in any total sense. All persons tend to be more or less mature in relation to a specific task, function or objective that the leader is attempting to accomplish through their efforts.



Owens (1981:157-158) says leadership is desirable in terms of a leadership style a leader adopts to suit a situation. He further states that the determining factor is the extent to which leader behaviour is directive on the one hand, and participative (democratic) on the other hand. This style of leadership suggests that there is no one universal best way to exercise leadership under all conditions. It suggests that it is necessary for a leader to assess the situational contingencies in selection of a style of leadership to adopt in a particular situation. In choosing a leadership style for example, a leader must go for a leadership style which is most suitable, and will promote efficiency and effectiveness in the situation.

The researcher believes that a successful principal is the one with a vision for his/her school, sets shared goals, has concern for both learners and staff and ensures that his/her school is committed in providing quality learning and teaching. He further believes that a good principal has a clear sense of direction for the school based on values and beliefs which shape the culture and ethos, thinks and plans strategically, encourages quality and high expectations for the school. For example, the researcher has observed that in Namibian schools with good leadership, the principal has a good working relationship with staff and parents. Staff and parents are involved in the setting of school goals, and are committed to achieving the set goals. The principal, middle management, staff, parents and learners are working as a team, and are actively involved in the administration of the school. Resources are well managed, communication is good, staff assist one another, and ensure that effective learning and teaching takes place.



5.7 RECOMMENDATIONS

School principals, deputy principals, heads of departments, senior teachers and school inspectors identified factors which they thought would facilitate and enhance the setting of school vision and goals. Some of the identified factors are, effective decision-making; effective communication; effective resource management; effective instructional leadership; and effective leadership style which promotes commitment amongst staff in achieving school goals. Many interviewees thought these factors would go a long way in promoting efficient and effective primary school leadership and management in the primary schools of Namibia.

5.7.1 For the setting of school vision and goals the study identified the following factors:

- The need to have staff and parents involved in the setting of school vision and goals to promote ownership, enhance commitment and ensure successful implementation of school programmes aimed at achieving school goals.
- The need to hold meetings with staff, learners, parents and school community and discuss the expectations of the school.
- The need for school staff to work as a team, and work for a common goal.

5.7.2 For effective decision-making the following factors:

- The need to involve staff, learners, parents and school community in the decision-making process of the school.
- The need for the principal to believe in the abilities of his/her staff, involve them in decision-making and management of the decision, in order to promote ownership and commitment in implementing the decisions taken.
- The need to form working committees to work on various components of school management and administration as a means of ensuring staff involvement in the decision-making and management of school programmes.
- One way of involving staff, learners, parents and school community in decision-making is by either involving them, consulting or selling the idea to them before a decision is taken depending on the circumstances of the situation at hand.

- Another way is by delegating responsibilities to staff which will allow them to take decisions at certain levels of management.

5.7.3 For the promotion of effective communication the following factors:

- The need to communicate information from the office of the principal to school staff, learners, parents and school community to inform them about what is happening at the school.
- The need to allow staff to initiate ideas which will help to improve the management of the school and communicate it to the office of the principal, other staff and learners.
- The need for the principal to show appreciation for self-initiated ideas and inform the rest of the staff of the good things done by individual staff as a way of encouraging other staff to do the same.
- The need to promote good communication channels within the school, encourage staff to share ideas in subject areas where a need exists within the school, and between the school staff and staff of other educational institutions.
- The need to ensure that the communicator uses the most effective form of communication to ensure that the target audience receives the right information.

5.7.4 For the enhancement of commitment among staff the following factors:

- The need for the school principal to believe in the abilities of his/her staff, have confidence in them and involve them in the decision-making, management and administration of the school.

- The need for the school principal and his/her management to exercise good supervision, control and monitoring as a means of ensuring that staff execute their responsibilities.
- The need for the school principal to give teachers some responsibilities, show trust in them, and allow them to take charge of those responsibilities.
- The need for the school principal to allow staff to develop the necessary self-confidence and trust between junior staff and the school's leadership and management, because it is through confidence and trust, staff will be motivated and commit themselves towards achieving school goals.
- The need for the principal to make it possible for staff to share subject knowledge.
- The need for the school to organise orientation meetings for the new learners and parents at the beginning of the academic year and explain new school programmes to them.
- The need for the school principal and management staff to be exemplary by being committed to their work and to have positive attitudes towards staff to enhance commitment and a good working relationship at school.

5.7.5 For effective resource management the following factors:

- The need for the school to have committees responsible for managing various school programmes such as school books, learning and teaching materials, school finances, sport and sports equipment.
- The need to make a teacher responsible for the management and the ordering of school stock, such as textbooks, learning and teaching materials, to ensure that stock is

recorded in the inventory book, that stock is well distributed and that stock is well maintained. Learners losing books should replace them. Learners should be encouraged to cover their books and look after them well.

- The need for the school principal and management to check on the condition and the use of school books when they conduct class visits.
- The need for the school principal and management to have mechanisms in place to ensure that school time is not wasted but used efficiently and effectively.
- The need for the school principal and management to ensure that the school has a good financial management system, that the school practices basic and sound financial principles, and that financial resources are used for the rightful purposes.

5.7.6 For effective instructional leadership the following factors:

- The need for the school principal and members of management to conduct regular class visits and monitor learning and teaching. They should check learners' written work and discuss their findings with the teachers concerned. The school principal and members of management should use the opportunity of conducting class visits to identify teachers' problem areas and assist those in need.
- The need for the school principal to ensure that middle managers such as deputy principals, heads of departments and subject heads are given responsibilities of supervising subject departments, which they oversee and ensure that subjects within those departments run smoothly.
- The need for the school principal and management to ensure that teachers are well prepared when teaching their subjects. They should further ensure that teachers

teaching the same subject in the same grade prepare together, and that teachers visit other schools and learn how teachers at other schools promote good teaching at their schools.

- The need for the school principal and management staff to organise subject meetings where teachers discuss the development of subjects, the promoting of better learning and teaching and address curriculum-related problems. In some cases the school could invite somebody from outside the school to address them on certain subject areas.

5.7.7 For effective leadership and management style the following factors:

- The need for the school principal and management staff to involve teachers, learners, parents and school community in the management of schools.
- The need for the school principal and management staff to promote good planning which allows teachers, learners and parents to be part of the planning process.
- The need for the school principal and management staff to use a participatory and democratic style of leadership which enhances ownership and promotes commitment in achieving school goals.
- The need for the school principal and management staff to set clear school procedures and guidelines, rules and regulations to guide the operations of the school.
- The need for the school principal and management staff to use a leadership and management style that suits the situation, because there is no one style which suits all situations.

5.8 CONCLUSION

Most of the factors identified by primary school principals, deputy principals, heads of departments, senior teachers and school inspectors who were involved in this study as playing a significant role in promoting efficient and effective school leadership and management in the Namibian schools could be achieved through staff development programmes. Education authorities in Namibia should therefore, ensure that the people employed in leadership and management positions of school principals, deputy principals and heads of departments should have the necessary leadership and management skills through pre and in-service training programmes. It is therefore, recommended that the Faculty of Education at the University of Namibia should introduce a permanent pre-service and in-service school leadership and management programme aimed at providing both the young trainee teachers and the experienced ones with the necessary leadership and management skills. The introduction of this course should be preceded by a feasibility study which will determine the school leadership and management competencies, skills and areas to be covered by the programme. The study should look into the best ways of conducting the programme and also the possible role players to be involved in the envisaged training programme.

Another option is for the Government of the Republic of Namibia through the two Ministries of Education to call for a feasibility study to explore the possibilities of introducing a full-fledged leadership academy or a leadership academy programme

similar to the one envisaged for the Western Cape in South Africa through the University of Missouri and the University of the Western Cape Linkage Programme. In the United States it has been shown that such an institution would not only provide the necessary leadership and management skills in schools but also promote school efficiency and effectiveness.

Research into the roles of school principals, deputy principals and heads of departments aimed at identifying leadership and management areas in which they need training should be conducted regularly in Namibian schools. After a research study, a training programme should be developed to address the identified school leadership and management needs. School principals in Namibia and elsewhere have a demanding task of being at the centre of decision-making in their schools. The success or failure of their schools to a great extent depends on their leadership. To enable them cope with this challenging task of leading their schools effectively, it is necessary to provide them with continuous in-service training. Both new and experienced principals need in-service training to enable new ones to receive the necessary basic leadership and management skills, and expose the experienced ones to new leadership and management ideas, because education is a dynamic profession where new ideas and changes occur almost every day.

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APPENDIX A

MINISTRY OF BASIC EDUCATION SPORT AND CULTURE

Internal Memo/Submission

Date: 15 November 1999

To: Mr A. Agapitus
Director of Windhoek Education Region
Private Bag 13286
Windhoek

**SUBJECT: CONDUCTING OF A RESEARCH STUDY IN THE WINDHOEK
EDUCATION REGION**

1. I have been and till engaged in a doctoral study with the University of the Western Cape since mid-1998. The title of my study is: TOWARDS PROMOTING EFFICIENCY AND EFFECTIVENESS IN THE PRIMARY SCHOOLS OF NAMIBIA THROUGH EFFECTIVE LEADERSHIP AND MANAGEMENT. The study requires me to conduct research in some identified primary schools.
2. The objective of the study is to try and give education leaders, primary school principals, middle managers and teachers an understanding of effective leadership and management. It is hoped that this effort will help the above-mentioned education officials to improve the leadership and management of their schools, consequently enhance the efficiency and effectiveness in their schools.
3. I am requesting your permission to conduct a research study in eight of your primary schools. The intention is to conduct the study in two primary schools in each of your political regions. I also intend conducting a pilot study in two separate primary schools in the Windhoek Education Region. The primary schools in which the study will be conducted should possibly have 600 learners and more to have staff such as deputy principals, and heads of departments required to participate in the study.

B.N. Sibeya
Researcher



REPUBLIC OF NAMIBIA

MINISTRY OF BASIC EDUCATION AND CULTURE

Tel.: (09 264 61) 2939411
Fax: (09 264 61) 231367
Telex:

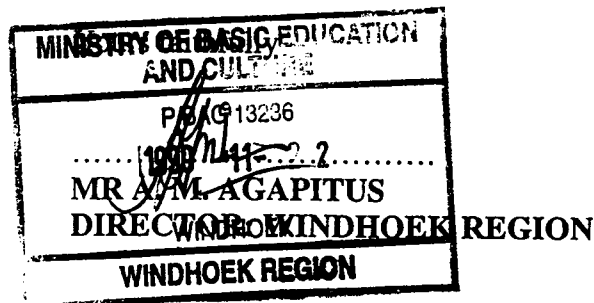
Private Bag 13236
WINDHOEK

November 22, 1999

Mr B.N. Sibeya
P.O. Box 4117
Windhoek

CONDUCTING OF RESEARCH STUDY IN THE WINDHOEK EDUCATION REGION

1. Your letter of 15 November 1999 refers.
2. The subject of your study is supported by this Region firstly because there still exists a need for the strengthening of this aspect in our schools and secondly because aspect that have not been covered by other researchers might be uncovered in your research.
3. In the light thereof permission is granted herewith in order for you to conduct research as required by the UWC to complete your study.
4. By copy of this letter to the Inspectors of Education and through them to the principals of schools, they are informed of your intended visit to schools in our Region. Similarly they are also requested to give you assistance as you might require from time to time.
5. The Region wishes you all success with your research.



APPENDIX C

A list of primary schools in the Windhoek Education Region in which the study was conducted from 3 to 30 March 2000.

School code	Number of learners	Number of teaching staff	Number of teaching staff interviewed
Primary School A	956	32	5
Primary School B	1067	38	5
Primary School C	1401	44	5
Primary School D	805	28	5
Primary School E	1038	35	4
Primary School F	1094	37	5
Primary School G	1154	38	5
Primary School H	431	11	4
School Inspectors interviewed			6
Total number of stakeholders interviewed			44

In addition to school staff, six school inspectors, each of them supervising, controlling and managing a number of schools in a circuit were also interviewed.



APPENDIX D

REPUBLIC OF NAMIBIA

MINISTRY OF BASIC EDUCATION, SPORT AND CULTURE

To: The Principal

Date: 16 March 2000

SUBJECT: CONDUCTING OF A RESEARCH STUDY AT YOUR SCHOOL

4. I have been and still am engaged in a doctoral study with the University of the Western Cape since mid 1998. The topic of my research study is: TOWARDS PROMOTING EFFICIENCY AND EFFECTIVENESS IN THE PRIMARY SCHOOLS OF NAMIBIA THROUGH EFFECTIVE LEADERSHIP AND MANAGEMENT.
5. The purpose of this letter therefore, is to seek permission to conduct a research study at your school.
6. Since the study concerns itself with the promotion of effective primary school leadership and management, school staff to be involved in the interview are the school principal, deputy principal, heads of departments and senior teachers.
7. I am planning to be at your school on 27 and 28 March 2000. I will appreciate it if you will respond to this request within a week.
8. A letter from the Regional Director of Windhoek Education Region authorising me to conduct the research study in the Windhoek Education region is attached for reference purposes.

B.N. Sibeya
Researcher

APPENDIX E

REPUBLIC OF NAMIBIA

MINISTRY OF BASIC EDUCATION AND CULTURE

Internal Memo/Submission

Date: 16 March 2000

To: The Inspectors of Schools in the Windhoek Education Region

**SUBJECT: CONDUCTING OF A RESEARCH STUDY WITH THE
ABOVEMENTIONED CHIEF, SENIOR AND INSPECTORS OF
EDUCATION IN THE WINDHOEK EDUCATION REGION**

9. I have been and still engaged in a doctoral study with the University of the Western Cape since mid-1998. My topic is: TOWARDS PROMOTING EFFICIENCY AND EFFECTIVENESS IN THE PRIMARY SCHOOLS OF NAMIBIA THROUGH EFFECTIVE LEADERSHIP AND MANAGEMENT.
10. The purpose of this letter therefore, is to seek permission to conduct a research study with inspectors based at the Windhoek Regional Education Office on 19 and 20 April, and with the school inspector based at Gobabis Education Office on 14 April 2000.
11. Since the study concerns itself with the promotion of effective primary school leadership and management, the views of school inspectors continuously involved with the management, supervision and control of primary schools is quite important and valuable.
12. I will appreciate if you will respond to this request within a week, please.
13. A letter from the Regional Director of the Windhoek Education Region giving authorisation to conduct the research study in the Windhoek Education Region is attached for reference purposes.

B.N. Sibeya
Researcher

SEMI-STRUCTURED QUESTIONS FOR THE INTERVIEWS

1. PART A : To be answered by primary school principals only

- 1.1 How do you ensure that your staff has a shared vision of your school ?
- 1.2 What style of leadership and management do you use when setting school goals ?
- 1.3 How do you get your staff committed to achieving school goals ?
- 1.4 How do you ensure the commitment of parents and school community in achieving school goals ?
- 1.5 Who gets involved in setting your school's
 - (a) admission policy ?
 - (b) instructional policy ?
 - (c) school management and administration policy ?
- 1.6 How are your school goals in relation to the ministry's major goals ?
- 1.7 What steps do you take to promote good communication links at your school ?
- 1.8 How do you ensure a work-centred environment at your school ?
- 1.9 How do you promote a participatory style of management at your school ?
- 1.10 What steps do you take to promote effective time management at your school ?
- 1.11 How do ensure you the effective management of learning and teaching resources such as textbooks at your school?
- 1.12 What steps do you take to ensure effective instructional leadership at your school ?
- 1.13 What steps are you taking to ensure efficient and effective leadership at your school ?
- 1.14 Which five major factors in your opinion will help to promote efficient and effective leadership and management at your school ?
- 1.15 In which leadership and management areas do you require training to help you improve your leadership and management of your school ?

APPENDIX G

2. Part B to be answered by middle managers , teachers and inspectors of schools

- 2.1 How do primary school's leadership develop the vision and school goals of their schools?
- 2.2 What measures do they take to ensure school staff, parents and school community's commitment in achieving school goals.
- 2.3 What steps do primary school's leadership take to promote good communication links at their schools ?
- 2.4 What steps do they take to improve the management of learning and teaching resources such as textbooks in their schools ?
- 2.5 How do they promote staff involvement in the decision-making process of their schools ?
- 2.6 How do they ensure good staff performance and high staff morale in their schools?
- 2.7 How do they ensure that school programmes focus on the promotion of learning teaching in their schools ?
- 2.8 What decision-making process do principals of successful primary schools practice to ensure staff commitment in achieving school goals ?
- 2.9 How do principals of successful primary schools promote good communication links in their schools ?
- 2.10 How do principals of successful primary schools ensure that their school programmes focus on the promotion of learning and teaching in their schools ?
- 2.11 How do good primary school principals promote efficiency and effectiveness in their schools ?
- 2.12 What strategies do they employ which signify effective school leadership and management ?
- 2.13 Which five major factors in your opinion will help to promote efficient and effective primary school leadership and management in Namibia ?
- 2.14 What training programme/s do you recommend to promote efficient and effective primary school leadership and management ?