Administration et gestion de l’éducation: un défi à relever
Administration and management of education: the challenges faced
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International Institute for Educational Planning,
7 - 9 rue Eugène-Delacroix, 75116 Paris

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When the International Institute for Educational Planning was created as part of Unesco 25 years ago, the world was experiencing unprecedented economic growth and educational development. Numerous nations, many of which had just won their independence, decided to expand their school systems quickly for the purpose of fostering economic development and equality of opportunity. To guide and plan for such expansion, most countries then set up one or several planning units which were principally assigned the task of making estimates of their economies' skilled manpower requirements and planning the human, physical and financial resources needed for education.

Some 25 years later, the economic crisis has thoroughly altered the international and national scene. The debt of developing nations has risen sharply. Each country now finds itself with much more limited resources than previously, and the educational sector more difficult to manage. Several developing countries are wrestling with the problems of scarce resources precisely at a time when a runaway increase in population, inadequate enrolment levels, and persistent disparities between social groups, regions and the genders keep the needs at an urgent level. Yet, since the economic crisis has aggravated the problems of unemployment, the role of education itself as a driving force for growth and development and a key factor in promoting equal opportunity has been brought into question. After watching so many excessive hopes get dashed, a number of countries are questioning the extent to which public funds should be devoted to education. Even the activity of educational planning, formerly regarded as the main instrument for managing educational policy, is being challenged. Countries are doubting the wisdom of planning at a time when there is little or no expansion to manage. Planning units are having more and more difficulty defining their role with respect to their central government administration — the mainstay of routine school management — they find it harder also to influence educational policy. Finally, from the theoretical standpoint, a growing number of people are inclined to find fault with States that play a dominant role in education, and suggest that market forces be allowed to regulate flows.
On the occasion of its XXVth anniversary celebration, the Institute could not fail to consider the future of educational planning worldwide and to review the specific opportunities it has for its future programme. Since its inception, after all, its training and research activities have been designed to reflect the historical development of ideas, approaches and methods in the field of educational planning. To that end, the Institute has had to monitor events and adapt to changing trends and new problems in the development of education throughout the world. In this spirit, it organized an international workshop at the end of 1988, bringing together some 90 researchers, planners, aid agency representatives and other specialists from all ideological, political and social horizons. This workshop tackled a large number of topics, including the impact of economic and social change on education in various parts of the world, educational planning practices and prospects, and major problems in education, such as difficulties in financing, the decline in the quality of education, the administration of education, the relationship between education and employment, and the theoretical debate concerning the role of education in development and society at large.

The workshop offered the occasion for intense discussion, and clearly demonstrated that educational problems are encountered in all countries. Many common concerns were voiced, including worry about the decline in educational standards in some countries, the obligation of devising new ways to finance education, the need to grant more autonomy to individual schools, the necessity of paying more attention to policy implementation strategies, the requirement of handling the apparently paradoxical problems of the under-education and over-education of the labour force, etc. Never have the urgencies and priorities in education been felt so unanimously. Educational planning should be transformed so as to confront these issues with due rigour and imagination while continuing to provide a frame of coherence and a vision of the future of education.

Some 40 original papers were presented and discussed during the proceedings. The richness and diversity of these contributions made it extremely hard to select only a few of them for publication. A summary of the discussions and conclusions of the workshop, together with a number of these contributions, are published in a volume in English and French entitled “The prospects for educational planning”. Other contributions are grouped by subject matter in a special series of XXVth Anniversary documents. This series deals with educational
administration and management. One of the main problems of educational planning is the implementation of plans through the administrative mechanisms. The two contributions published here examine the administrative procedures of some countries on a structural level and put forward suggestions as to how educational management could be improved.

The task of reflecting on the future of educational planning is not complete. The workshop identified a number of avenues for further research which have given the Institute inspiration in preparing its programme of activities for its new Medium-Term Plan.

Finally, we wish to thank the German Foundation for International Development for the financial support it so kindly provided for this workshop.

Jacques Hallak
Director
Abstracts/Résumés

Management and administration of educational systems: major issues and trends

by Benno Sander

Educational systems and administrative practices vary among countries. The paper analyses the diverse management practices in education as a basis for developing a generalized conceptual framework for educational administration.

The experience of Latin American countries shows that the practice of educational administration closely follows the nature of governmental involvement in education on the one hand and the pattern of public administration on the other. The changes in the educational policies have resulted in changes in administrative practices and criteria.

Historically, education followed a centralizing model in Latin America. Of late decentralization is accepted by different governments. However, Latin American nations have adopted different forms of decentralization in education. Given the diverse patterns of decentralization in education, the author feels that a debate on this issue should draw a distinction between educational policy and administrative practices. Educational policy should be national and hence centralized whereas educational administration can be decentralized. Moreover, participatory democracy as a form of administrative mediation is more important than centralizing or decentralizing the system.

Based on the Latin American experience the author conceptualizes a “Multi-dimensional paradigm of educational administration” which takes into account inter-relatedness of administrative functions, multi-cultural and cross-cultural dimensions of the educational process. The precondition for such an administrative system is collective participation as a political strategy which will replace the existing institutionalized authoritarianism of the bureaucratic structure and the dogmatic actions of the minorities.
Les systèmes éducatifs et les pratiques administratives diffèrent selon les pays. Le document analyse les différentes pratiques de gestion de l’éducation servant de base à la mise au point d’un cadre conceptuel généralisé applicable à l’administration de l’éducation.


Historiquement, en Amérique latine, l’éducation a suivi un modèle de centralisation. Plus récemment, la décentralisation est acceptée par divers gouvernements. Cependant, les nations latino-américaines ont adopté des formes différentes de décentralisation de l’éducation. Étant donné les structures diverses de la décentralisation de l’éducation, l’auteur considère qu’un débat sur cette question devrait faire la distinction entre la politique éducative et les pratiques administratives. La politique éducative devrait être à caractère national et donc centralisée alors que l’administration de l’éducation devrait être décentralisée. En outre, la démocratie participative, en tant que forme de médiation administrative, est plus importante que la centralisation ou la décentralisation du système.

Sur la base de l’expérience latino-américaine, l’auteur conceptualise un «paradigme multidimensionnel de l’administration de l’éducation» qui tient compte de l’interrelation entre les fonctions administratives, et des dimensions multiculturelles et transculturelles du processus administratif. La condition préalable de ce système administratif est constituée par la participation collective en tant que stratégie participative qui remplacera l’autoritarisme institutionnalisé actuel de la structure bureaucratique et les actions dogmatiques des minorités.
Collaborative school management:
small within big is beautiful

by Peter Murphy

Of recent, emphasis is being shifted from more resources to education to better and effective utilization of resources in education. Decentralization of the system and greater autonomy and accountability by the institutions are important for this.

Decentralization of school management is reflected through the efforts towards collaborative management systems in Canada. In this system, the parents and society participate in the governance of schools and it will lead to an improvement in the quality of education imparted.

Implications: structured form of community participation is important. Parent-teacher associations are to be formed in all schools, and this needs to get institutionalized in the long run.

Récemment, l'accent a glissé du concept des ressources accrues consacrées à l'éducation vers celui d'une utilisation meilleure et plus efficace des ressources de l'éducation. Une décentralisation du système, une plus grande autonomie et une plus grande responsabilité incombant aux institutions sont importantes à cet effet.

La décentralisation de la gestion des écoles est reflétée dans les efforts effectués au Canada vers des systèmes de gestion en collaboration. Dans ce système, les parents et la société participent à la gestion des écoles et ceci doit conduire à une amélioration de la qualité de l'éducation impartie.

Les conséquences pour l'éducation : la forme structurée de participation de la collectivité est importante. Les associations parents-enseignants doivent être formées dans toutes les écoles et ceci devra être institutionnalisé à long terme.
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Introduction

The purpose of this Chapter is to undertake an examination of the administrative theories and practices adopted in contemporary education. Special reference is made to developing nations within the context of international relations. A case to be pointed out is that of Latin America.

Bearing in mind the reconstruction of the historical evolution of educational administrative thought, some practical issues are examined, such as: government and educational administration; changes in educational policies and administrative criteria; assumptions behind and effects of centralization and decentralization; and the training of educational administrators. This Chapter concludes with an introductory debate concerning prospective conceptual and praxeological trends in educational administration. In this context, considerable space is assigned to cross-cultural co-operation and to the arguments of participatory administration in the field of education.

The first concern of this Chapter is to establish guiding principles and criteria for the study of educational administration in different economic, political and cultural contexts. This concern is linked to a defined intellectual position, which implies a concrete commitment to

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1 Benno Sander is Resident Representative of the Organisation of American States in Buenos Aires (Argentina) and President of the Inter-American Society of Educational Administration.
the promotion of a free and just human life in school and society at large. It is on the basis of this commitment to freedom and justice in education and society that this Chapter adopts the concept of the quality of collective human life[1] as the key-criterion to guide the examination of the theoretical foundations and the praxeological orientations adopted in educational administration.

The quality of human life is a controversial concept in academic circles throughout the world. The controversy leads us to the philosophy of science, the politics of knowledge, the model of society, and the concept of the human being. This suggests the existence of different definitions of the quality of human life in industrialized nations and developing countries, as well as in market economy nations, centrally planned economy countries, and mixed economy states. Nevertheless, whatever the economic system and political organization of a country, it is possible to think of at least two general types of quality of human life: instrumental quality and substantive quality.

The instrumental quality of human life reflects a utilitarian and extrinsic condition of the human being in society. It presupposes unharnessed and self-centered competition for the accumulation of material goods, independently of meaningful ethical values collectively established by and for a given population. Its formal and growth-oriented approach is characterized by economic and social disparity, atrophy of popular political power, and lack of cultural identity. The adoption of the concept of the instrumental quality of human life as a criterion in guiding the destinies of humanity, leads the world into a situation of ecological degradation as a consequence of predatory industrialism, the destruction of endogenous cultural values, the disruption of social bonds due to the unequal distribution of material and non-material goods, and the disintegration of the human being. The implications of this phenomenon for education are obvious. In fact, unequal social and economic situations are accompanied by educational inequality and inhibit the role of the educational system as a free creator and equitable distributor of knowledge.

The substantive quality of human life reflects an ethical and intrinsic condition of the human being politically engaged in society. It presupposes the definition and satisfaction of the basic needs of survival and collective advancement of the entire population in its cultural

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[1] The notes are to be found at the end of this Chapter.
milieu. It is concerned with the achievement of an equitable distribution of material and non-material goods produced by a given population. It is interested in fostering open participation of all individuals and groups in the decisions that affect their overall well-being. It shows respect for endogenous values and institutions and is committed to fostering cultural autonomy. Because of the desolating results created by the adoption of the instrumental quality of human life as a guiding principle in contemporary society, there is an increasing awareness that the adoption of the substantive quality of human life is a must if one wants to construct a world based on freedom and equity. The substantive quality of human life implies a substantive quality of education. Such a qualitative form of education is concerned with the free construction of knowledge and its equitable distribution.

This Chapter adopts the concept of the substantive quality of collective human life, founded on two generally valid ethical principles: freedom and equity. When drawn into a single and adequately balanced concept, these two principles should reflect the cultural values and political aspirations of the participants of a given organization or society. Freedom and equity are conceived here as inextricably linked together. Freedom cannot reproduce privileges for the minority. If it does, it leads toward unethical hegemony and inequality. Equity cannot reproduce a closed uniform perspective of life and society for the majority. If it does, it inhibits the possibilities of freedom and of transformative human action and interaction. Therefore, freedom is a prerequisite of equity, just as equity is a prerequisite of freedom. The assumption of this argument is that it is only the correct balance between freedom and equity in a specific national cultural milieu within the context of international relations that makes it possible to develop a substantive and qualitative experience of human life that ensures adequate space for individual option and collective advancement.

The political and administrative strategy towards the construction of a substantive quality of collective human life in education and society is that of participation. This strategy is based on the assumption that participation enhances the possibility of fairly defining both the individual and local contribution to and the right to benefit from the collective and national experience. The strategy is further based on the conviction that participation lays the grounds for the appropriate adoption of relevant existential options that are pertinent and meaningful for those individuals and groups of a specific educational system or society.
seeking development of a form of substantive quality of collective human life.

Bearing in mind these general guiding principles, this Chapter examines the theoretical perspectives and praxeological orientations of contemporary educational administration, with special reference to Latin America. The Chapter refers to the historical evolution of educational administrative theory and practice, the conceptualization of traditional and new perspectives, cross-cultural co-operation, and collective participation in educational administration.

A multidimensional paradigm of educational administration

Historical background

Professional literature on administrative theory in the current century presents a number of classifications of conceptual and analytical contributions to public administration and educational management. The identification of three major classifications of management theories is now in order.

The traditional historical classification tries to put all conceptual and analytical contributions to administrative theory into three general management schools of thought: the classical school conceived at the beginning of this century at the time of the consolidation of the Industrial Revolution; the psychosocial school developed from the time of the Great Depression in the late 1920s; and the contemporary school, developed after World War II, with a number of different lines of thought. In systems terms, the evolution of twentieth century administrative theory is analyzed in terms of closed systems (1900-1960) and open systems (1960-1980), each with rational models and natural models.[2] In philosophical terms, administrative theory follows three contending scholarly traditions which reflect three corresponding epistemologies: positivism, hermeneutics, and critical theory.[3]

On the basis of the assessment of the preceding classificatory schemes of contributions to administrative theory, it is possible to conceive a new classification in terms of four criterion-based models:
efficiency-based administration, effectiveness-based administration, responsiveness-based administration, and relevance-based administration. These four models are defined using the four criteria that have historically been adopted to evaluate and guide administrative performance: efficiency, effectiveness, responsiveness, and relevance. This criterion-based classification is a synthetic effort which implies both a historical perspective and an epistemological orientation. To define the theoretical essence of each model, one should examine its historical origin and consider the nature of the different criteria of administrative performance. In itself, this is potentially confusing, particularly as one must cross cultural and language boundaries. In fact, specialized literature on the matter is marked by generalized terminological and semantic confusion. Even the protagonists of the classical, behavioural and contemporary theories of administration themselves are not in complete harmony concerning this matter.

Conceptual uncertainties nevertheless demand an effort to attain more specific definitions of the administrative criteria adopted in educational administration in order to enhance their utilization in both empirical and analytical settings. Definitions are particularly necessary to characterize the nature of the activities of educational administrators in daily practice. Definitions are now in order.

1. Efficiency-based administration. As a management model, efficiency-based administration is conceptually derived from the classical school of administration and is analytically induced from the practice of school executives who behave according to the tenets of general, scientific and bureaucratic management. The classical thesis was expounded at the beginning of this century at the time of the consolidation of the Industrial Revolution. Three major movements were largely responsible for classical theory: scientific management, general management, and bureaucratic management. The protagonists of the classical school conceived of the organization as a closed, mechanical and rational system, in which management was founded upon the criterion of economic efficiency.

Efficiency (from the Latin efficientia: action, strength, virtue of producing) is the administrative criterion that reveals the capacity to produce maximum outcomes with minimum resources, energy, and time. The concept of efficiency is related to seeking the means and procedures that are most suitable for attaining production goals, independent of their human and political content and their ethical nature.
The characteristics inherent in the concept of efficiency in administrative thought are quite useful in that they supply elements used in defining efficiency as a criterion of economic performance in educational administration. Therefore, the efficiency of educational administration can be defined as the result of extrinsic instrumental performance of an economic nature as measured in terms of the managerial capacity to attain a high degree of productivity. The economic growth-oriented nature of the concept of administrative efficiency is associated to the instrumental quality of human life in education and society in general.

2. **Effectiveness-based administration.** As a management model, effectiveness-based administration is conceptually derived from the psychosocial school of administration and is analytically induced from the evaluation of the practical experience of school executives who adopt the principles of the behavioural approach to administration. In the history of administrative thought, the psychosocial antithesis to the classical school was developed from the time of the Great Depression towards the end of the 1920s. The movements responsible for this development were those of the emphasis on human relations[7] and the focus on administrative behaviour.[8] The protagonists of the psychosocial school conceive of the organization as a partially-open, organic and natural system, in which management is concerned with the functional integration of its component elements in light of institutional effectiveness. After World War II, effectiveness also became a fundamental criterion of the neoclassicists, who conceived management by objectives.[9]

Effectiveness or efficacy (from the Latin *efficax*: having the power to produce a desired effect) is the administrative criterion that reveals the capacity or potential to attain proposed results or goals. In the case of education, administrative effectiveness is essentially concerned with the attainment of educational objectives, and is closely related to the pedagogical aspects of the educational system.

The effectiveness of educational administration is conceived as a criterion of intrinsic and instrumental performance of a pedagogical nature as measured in terms of the managerial capacity to attain proposed educational objectives. Based on the supposition that within the educational system the attainment of educational objectives takes precedence over the utilitarian aspects of an economic nature, there exists a priority ordering of effectiveness over efficiency.
3. **Responsiveness-based administration.** As a management model, responsiveness-based administration is conceptually derived from an array of contemporary management theories and is analytically induced from a variety of different practical experiences in public and educational administration during the last three decades. Its major theoretical contributions come from development administration, organizational development, administrative ecology, institutional development, and contingency theory. The protagonists of these contending contemporary movements conceive of the organization as an open and adaptive system, in which administrative mediation emphasizes the situational variables of the external environment in light of political responsiveness.

Responsiveness (from the Latin verb *respondere*: to promise in return, to answer), which corresponds to *efectividad* in Spanish (from the Latin verb *efficere*: to fulfill, to carry out, to solidify), is the administrative criterion that reflects the capacity of meeting the politically expressed demands of a given community. In the case of education, responsiveness is the criterion of performance that measures the administrative capacity to produce the response or to carry out the solution desired by the participants of the larger community.

The concept of responsiveness presupposes a concrete obligation on the part of the administration to the quality of life of the community through a participatory methodology. The greater the degree of participation of community citizens in the organization and administration of the educational system, the greater the capacity of the administration to respond concretely and immediately to social needs and political aspirations. The fundamental and substantive importance of these social necessities and political demands gives responsiveness a position of conceptual priority in relation to effectiveness and efficiency.

4. **Relevance-based administration.** As a management model, relevance-based administration is conceptually derived from recent and current interactionist formulations founded upon phenomenology, existentialism, the dialectical method, critical theory and the human action approach. The adherents of these conceptual and analytical formulations conceive the organization as a holistic and interactional system, in which management emphasizes the principles of consciousness, critical human action, contradiction and totality in light of cultural relevance.

Relevance (from the Latin verb *relevare*: to raise, to emphasize, to give value to) is a cultural criterion that measures administrative
performance in terms of significance and value. In the case of education, relevance and value are the bonding agents between the functions of educational administration and the quality of human life defined in its specific cultural milieu.

A relevant educational administration is appraised in terms of the meanings and consequences of its actions for the improvement of the substantive quality of collective human life in the school and the larger society. The perception and interpretation of these meanings and consequences are only possible through an organization and administrative theory conceived on the basis of real experience. On the other hand, such a theoretical formulation is only possible if founded upon a participative posture of scholars and practitioners of educational administration. The more participatory the administrative process, the greater its chances of being relevant to individuals and groups, and the greater its possibilities of explaining and furthering the substantive quality of collective human life in the school and society in general.

Towards a general paradigm

Although the four specific models of educational administration, as set forth earlier, correspond to four historically distinct periods, they often converge in a practical sense. In Latin America, for example, specialized literature describes the current existence of educational systems and institutions of a business nature in which administration is governed by economic efficiency as a predominant criterion with other criteria complementing the primary one. There are other educational systems and institutions in which administration is guided principally by pedagogical effectiveness in the attainment of instructional objectives. Other educational systems and institutions are more concerned with their political role in the larger community and, for this reason, their administration is primarily based upon the criterion of political responsiveness. Yet other educational systems and institutions are concerned fundamentally with the human being as an individual and social actor. For this reason, these latter systems and institutions adopt cultural relevance as the predominant criterion of their administration.

The diversity of these analytical principles and management practices suggests a complex educational reality within a social environment
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that is in a state of permanent change and that demands a constant renewal of administrative solutions and alternatives. However, the definition of appropriate systems of studying and implementing educational administration within the context of the educational needs and aspirations of society is an intellectual task of immense proportions. In methodological terms, it is possible to visualize at least two different potential alternatives in this aspect. The first alternative consists of conceiving the various models of educational administration as parallel paths to be utilized by educational scholars and practitioners. Opting for one of the various paths is made on the basis of the nature of the institution and as a result of the perceptions and interpretations of the educational realities and administrative phenomena on the part of those responsible for the educational system. This approach is possible in societies in which theoretical pluralism encourages scientific progress through the development of convergent or contrary models that tend to supersede one another.

However, models of educational administration, like the four models described earlier, are heuristic elaborations and, as such, do not exist in pure form in real life. In this perspective, there arises a second alternative that concerns itself with the conceptualization of a new general paradigm through a theoretical synthesis of practice in educational administration. In fact, this superseding synthesis would constitute a global paradigm, based on the analysis of the similarities and contradictions among the four models presented earlier. In line with this approach, instead of defining administrative phenomena in terms of four specific models, they would be conceived as interrelated aspects or parts of one holistic or multidimensional paradigm.

It is in this way that the four specific models can be synthesized into a global paradigm, which is here defined as the multidimensional paradigm of educational administration.[16] Such a global paradigm would be composed of four interacting dimensions: the economic, pedagogical, political, and cultural. To each of these dimensions corresponds a respective predominant criterion of administrative performance: efficiency, effectiveness, responsiveness, and relevance.

The conceptualization of the multidimensional paradigm of educational administration is, further, based on three fundamental assumptions. The first is that educational phenomena and administrative facts are interrelated aspects of a global reality. The second assumption is that in the educational system there are intrinsic dimensions of a
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cultural and pedagogical nature that exist alongside extrinsic dimensions of a political and economic nature. The third assumption is that the human being as an individual and social actor involved politically in society constitutes the _raison d'être_ of the educational system. It is this anthrosociopolitical concept of the human being that defines the nature and utilization of the multidimensional paradigm of educational administration as heuristic. These concepts, as shown in Figure 1, are reflected in a multicentric system in which two substantive dimensions and two instrumental dimensions interact with two intrinsic dimensions and two extrinsic dimensions.

![Figure 1. A Multidimensional Paradigm of Educational Administration](image)

The _economic dimension_ of the educational system involves financial and material resources, structures, bureaucratic norms, and mechanisms of coordination and communication. In this dimension, educational administration is concerned with the distribution and
control of resources, the organization of the institution in structural terms, the definition of roles and responsibilities, the distribution of work, the determination of how the work is to be carried out and by what type of incumbents, and the establishment of norms of action. The defining criterion of the economic dimension is \textit{efficiency} in the utilization of the financial and material resources, and the technological instruments under the rule of economic logic. In other words, in the economic dimension of the multidimensional paradigm the concept of efficiency governs all activities of educational administration. The study of the economic dimension of the educational system is founded on economics, business management, accounting, organization and methods, and technology. All of these areas are primarily concerned with the efficiency of the system and, consequently, suffer the influence of the rational and utilitarian logic of the world of business.[17]

The \textit{pedagogical dimension} of educational administration refers to the educational principles, scenarios, and techniques that are intrinsically committed to the effective attainment of the objectives of the educational system. In recent decades, the pedagogical dimension of educational administration has been subjected to a process of atrophy as a consequence of the generalized emphasis on considering the educational system in terms of economic and technological development. As a reaction to this situation, in some academic environments there has been increased concern with administration as a pedagogical act.[18]

The concern of the defenders of the pedagogical dimension is that of attributing to administration the responsibility for conceiving of spaces, methods, and techniques that are capable of preserving the intrinsic educational objectives of the school system in its efforts to adequately fulfill its economic, cultural, and political role in society. The major criterion of the pedagogical dimension is the \textit{effectiveness} in the attainment of educational results. The study of the pedagogical dimension of educational administration is based upon a wide array of disciplinary contributions ranging from philosophy to cybernetics, with special emphasis on pedagogy itself and its associations to psychology, anthropology and information science.

The \textit{political dimension} involves the strategies of concrete action of the participants in the educational system and its community. The importance of the political dimension is rooted in the specific responsibilities of the educational system with respect to society. Its importance also resides in the fact that the educational system evolves in the context
of varied conditioning circumstances of the environment and is influenced by powerful external variables. If educational administrators are not capable of adequately balancing the powerful relationship of the cultural and pedagogical elements with the external environment they run the risk of closing the educational system in upon itself, with loss of political power in the community. Within this dimension, those in educational administration seek responsiveness, a criterion that is essentially political, and according to which the educational system is called upon to meet the social needs and demands of the larger society.[19] To study and understand the political dimension of educational administration, fundamental principles can be sought from political science and political sociology as well as from the contributions of administrative law, public administration, and political and cultural anthropology.

The cultural dimension covers the philosophical, anthropological, biological, psychological, and sociological values and characteristics of the participants in the educational system and society in general. Although the cultural dimension includes many aspects and levels, its basic characteristic is its global perspective that makes it possible for culture to take into account the physical, psychological, anthropological, social, and philosophical aspects of human life. In this dimension, educational administration is closely related to the beliefs and values, the biological and psychological attributes, the philosophical persuasions, and the social characteristics of the participants of the educational system and its larger community. The role of the educational administrator is one of coordinating the action and interaction of the persons and groups who participate directly or indirectly in the educational process of the community. In the cultural dimension, relevance is the basic criterion that guides administrative action. Efforts are directed to motivate adequately the activities of all of the participants of the educational system and its environment with the objective of furthering a meaningful form of human life in society. Therefore, administration will be relevant to the extent that it fosters the conditions that make it possible to further the quality of collective human life in the educational system and society in general.[20] The basic condition to further a meaningful and qualitative form of human life in education and society is that of participation. Therefore, relevance and participation in educational administration are closely linked together. Aside from general anthropology itself, the study and understanding of the cultural dimension of educational administration is based on philosophy and
philosophical anthropology, psychology and physical anthropology, and sociology and social anthropology.

The conceptualization of the multidimensional paradigm of educational administration is based on a philosophical definition in which the instrumental dimension is regulated by the substantive dimension. At the intrinsic level, the latter is directly related to the fundamental values and aspirations of human beings as historical actors within a specific cultural environment. At the extrinsic level, the substantive dimension is directly related to the attainment of the political objectives of society.

This philosophical orientation does not combine with systems of social and political organization devoid of regulation that proclaim individualistic independence without social commitment. In the perspective of this paradigm, freedom of choice on the part of the human being implies social adhesion and responsibility. However, just as a behavioural system of educational administration that encourages a type of functional competition devoid of substantive intersubjective relations is rejected, the multidimensional paradigm also rejects administrative solutions based on closed and authoritarian systems of social and political organization that inhibit freedom of action and interaction. The multidimensional paradigm is based on the identification of those diversified dimensions or spaces that make fulfillment of the human being possible, both as an individual and social actor. In the terms of the multidimensional paradigm, educational administrators are guided by substantive and ethical concepts of general validity such as freedom and equity that, in turn, create the organizational framework for collective participation in the furthering of a qualitative form of collective human life in the school and society in general.

Management issues and policy implications

The examination of the historical evolution of administrative theories adopted in education and the conceptualization of the multidimensional paradigm of educational administration raises important issues and reveals a number of implications for educational policy and practice. This is particularly evident in developing countries. Taking the experience of Latin America as a case in point, it is possible to account for some important aspects, such as: government and educational
administration; changes in educational policies and administrative criteria; centralization versus decentralization; and the training of educational administrators.

1. Government and educational administration. Educational administration in Latin America is inserted in the context of public administration and regional scientific development. This assumption is a natural corollary of the phenomenon of interdependence between education and society. In this way, many aspects of educational practice and school management can only be understood when examined in the evolutionary context of the government sector and society at large. [21] This is particularly valid in societies where the State plays a central role in the field of education, as is the case in Latin America. This means that it is possible to establish a close parallel between the development of public administration and educational administration in Latin America, as well as in other developing areas and in industrialized nations. In the case of the industrialized countries, whatever the educational role played by the State, when they turn to export their models of educational organization and administration to the developing world through technical assistance they use the mediation of the central governments. In Latin America, for example, the general theoretical perspectives of public administration, imported from overseas without sufficient relation to the historical process of local development, have a significant impact in educational administration. In the 1960s, this fact was particularly evident in the specific field of educational planning, which was strongly influenced by the theoretical perspectives adopted in government planning and by the overall orientation of economic development planning.

The fact is that economic efficiency and the bureaucratic rationalism of the classical school of administration were widely taught and adopted as universal dogmas and recipes in Latin American public and educational administration. The same is valid for the behavioural orientation of the human relations movement and the neoclassical trend of management by objectives. Finally, the developmental orientation adopted in comparative public administration towards the end of the 1950s and through the 1960s in the broader context of political theory invaded the Schools of Administration and of Education in Latin America. Welfare economics and government planning were accompanied by the economics of education and educational planning concerned with the preparation of human resources for economic development. In
this context, the State played a central role during the postwar developmental period, as the major investor in education in an attempt to respond to social needs and political aspirations of Latin American nations.

2. Changes in educational policies and in administrative criteria. The historical account of organizational and administrative theories adopted in Latin American education reveals constant changes in educational policies and administrative criteria. Latin America initially subscribed to the juridical approach that was essentially normative in nature and closely tied to the tradition of Roman administrative law that characterized public and educational administration during the colonial era.[22] Following that era, the four historical models of educational administration adopted during the course of this century are defined by its dominant management criteria, as set forth earlier in this Chapter. In turn, the changes in management criteria respond to corresponding social and educational changes.

The cult of efficiency, linked to the economic rationalism prevailing at the beginning of this century, was accompanied by educational policies that emphasized the technocratic and organizational aspects of educational systems with little attention to their human and political aspects. In other words, economic rationalism was accompanied by pedagogical pragmatism and administrative efficiency. In the specific field of educational planning, the cult of efficiency underlies the traditional techno-rational model conceived in the 1960s, in which planning took the form of a normative or rational process and a technocratic exercise. As a reaction to economic efficiency, pedagogical effectiveness, associated to the behavioural theories developed at the time of the Great Depression, came forward as a criterion of administrative performance in education. In agreement with the behavioural orientation, educational policies emphasized the human side of the educational system. In an attempt to overcome the limitations of economic efficiency and pedagogical effectiveness in education, political responsiveness was developed in light of the international reconstructive effort after World War II. In this context, educational policy was primarily concerned with the attainment of social demands and political aspirations. The result was an unprecedented expansion of educational systems in Latin America and in other parts of the world. The postwar educational expansion was aborted by the economic crisis that affected the world at the end of the 1970s and was aggravated in the 1980s.
Educational policy and administration were submitted to a critical examination all over the world. Social scientists became more and more concerned with the design of significant and qualitative forms of human life in education and society. Cultural relevance becomes then the dominant criterion of educational policy-making and administrative performance. In a similar way, educational planners try to overcome the traditional technocratic model and to conceive a more strategic paradigm of educational planning/23/ in light of political responsiveness and cultural relevance.

3. Centralization versus decentralization. The political history of Latin America shows a constant tension between centralization and decentralization in the management of education and society in general. The fact is that there have been continual attempts and a number of forms of administrative decentralization (deconcentration, debureaucratization, regionalization, municipalization, delegation, nuclearization, privatization) as alternatives to the political and administrative centralism that characterized society and education in Latin America during its five centuries of existence. Nevertheless, centralization, which dates back to the establishment of the independent States of Latin America and the construction of their national identity, remains a common political feature in the whole Hemisphere. Education, which was used by the State as a powerful instrument to reach independence and to promote national development, as well as to deprive the Church of its historical influence in public affairs, followed the same centralizing model./24/

For practical purposes, this Chapter examines whether a centralized or a decentralized educational system is more efficient, effective, responsive, and relevant to promote equity and freedom of access to economic and educational opportunities, in light of the concept of the quality of collective human life. Studies carried out by universities and by intergovernmental agencies - such as the World Bank, the Organization of American States, UNESCO and its International Institute for Educational Planning - reveal that most Governments of Latin American nations have adopted different forms of decentralization in education./25/ Examples of experiences include: (1) Argentina as a case of multiple administration of its educational system; (2) Brazil as a tentative of administrative decentralization by school levels, with a progressive assignment of intermediate education to the provinces and basic education to the municipalities; (3) Chile as a case of educational
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regionalization combined with central planning and control; (4) Colombia as an example of functional and geographic decentralization of educational administration; (5) Costa Rica as an example of regionalization and deconcentration of the educational system based on regional educational departments; (6) Mexico as a case of administrative reform and ‘agilización’; (7) Panama as an example of decentralization through the strengthening of educational administration in the provinces; (8) Peru as a case of nuclearization and progressive geographic decentralization of the Ministry of Education; (9) Venezuela as a case of educational regionalization as a basis for administrative decentralization.

One could inquire about the reasons behind these and other recent attempts of educational decentralization in Latin America. Those who favour decentralization argue that it facilitates the interaction between education and society, upgrading significantly the degree of responsiveness and relevance of the educational system for its participants and the community at large. Decentralization would also move the participants of local communities to search for educational solutions to their problems within their limits, instead of adopting universal solutions (un)applicable to all situations of a country. The defenders of decentralization also argue that a decentralized educational system would be economically more efficient and pedagogically more effective than a centralized system.

These arguments though are under severe questioning in view of the critical assessment of Latin American concrete reality and its historical conditioning forces. There is little evidence that government policies on educational decentralization work effectively. Some critical writers argue that in many cases there is evidence to the contrary.

Critical analysts argue that, in economic terms, systematic studies are still needed to establish whether or not there is an empirical correlation between efficiency and decentralization. In pedagogical terms, there is a need to show how a decentralized educational system is more effective in countries where the political culture values administrative centralism. Considering that the concept of effectiveness is rooted in neoclassical economic thought, a decentralized educational system could tend to favour private education. Critical analysts argue that this orientation is in conflict with the imperative of providing equal opportunities of free public education to the poor. In political terms, it is necessary to show how educational decentralization can be more responsive to social demands and political aspirations in countries with an economic struc-
ture and a political organization that does not give adequate fiscal autonomy to provinces and municipalities. In this way, the adoption of a decentralized educational system in countries marked by a centralized economic structure and political organization could run the risk of creating abandoned school systems in the marginal urban communities and poor rural municipalities. In cultural terms, there are doubts whether a decentralized educational system can be more relevant to its participants and the larger community than a centralized system if adequate economic and political conditions do not exist.

In fact, Latin American countries face a significant deterioration of their economic situation accompanied by constant tensions with the industrialized nations. In addition, the external economic strangling and the impoverishment of national economies in Latin America generate increasing internal conflicts which are mediated by central governments. This means that internal centralization is reinforced by powerful external forces. This centralizing trend has obvious implications for educational policy-making and planning. In addition, educational policies and plans are often prepared by professionals associated to the central power structure and usually committed to urban values. On the other hand, bearing in mind the difficult economic situation throughout Latin America, decentralization can seriously jeopardize equity and increase regional inequalities because of the unequal access to financial resources and educational services.

The debate over centralization versus decentralization in educational administration reveals that there are no pat formulas and easy solutions. Nevertheless, two suggestions seem to be forthcoming.

First, it is necessary to separate educational policy and administrative practice. In order to preserve national identity, it would seem that general educational policy should be national in nature. In this way, a national unitary curriculum should be designed in order to preserve national cultural identity, to strengthen its capacity to pursue scientific advancement, and to provide equal opportunities concerning access to scientific and technological development. To such national curriculum design, local contents should be added in order to preserve the cultural heterogeneity of the country and to attain concrete social needs and political demands. As for educational planning, this orientation lays the grounds for the development of micro-planning within the context of national educational development planning. Again, it is suggested that general national policy guidelines should not be decentralized, in order
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to avoid the risk of contributing to the weakening of our sense of national destiny and of the presence of modern science in all parts of the country. For the implementation of national educational policies, administrative practice could be more or less decentralized. That is to say that, in each case, one should adopt the most efficient, effective, responsive and relevant administrative strategy to attain the ends and objectives established in the national educational policy, and, at the same time, to preserve the cultural heterogeneity of the country and to fulfill concrete local needs.

Second, it is important to clarify concepts and practices so that centralization is not necessarily associated with authoritarianism, and decentralization is not necessarily confused with democracy and participation. In effect, in the same way that authoritarianism can coexist with decentralization, democracy and participation can exist in a centralized system. The difference lies in the forms of participation and the practice of democracy. To sum up, it is necessary to look, above all else, to the reason for being and the national policy of education. Then it is necessary to examine participatory democracy as a form of administrative mediation to attain educational advancement, in the conviction that a participatory form of educational administration is more important than centralizing or decentralizing the system, because a decentralized system need not always necessarily ensure participation, and a centralized system need not always necessarily deny it.

4. The training of educational administrators. In colonial Latin America, there has been little concern over educational administration and the preparation of educational administrators. In fact, theory-building and knowledge development in Latin American educational administration only began in this century, mainly after 1930. Most publications of the colonial period were general descriptive studies and reports with a normative and juridical approach to educational administration. Usually educational administrators were teachers that were temporarily released from their teaching responsibilities. This fact explains why the definition of the profile of the educational administrator always included teacher training and experience as the fundamental requirement.

Changes in the traditional profile of the educational administrator were introduced as a result of the expansion and increasing complexity of educational systems in Latin America. The redefinition of the profile of the educational administrator was accompanied by the introduction
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of systematic training policies and practices. The preparation of educational administrators in Latin America has been a government concern for the last five decades. Up to World War II, the preparation of educational administrators was part of the general teacher training programmes in Normal Schools and University Faculties of Humanities and Sciences. Educational administration was just one subject of a comprehensive programme of study. The content of educational administration was influenced by the juridical and normative tradition that characterized organizational studies and government administration.

Following World War II, particularly since 1960, Schools of Education were established in Latin American universities, and professional training programmes of educational administrators were introduced at the undergraduate level. These training programmes emphasized the study of educational administration within the classical and behavioural management traditions. During this period, a number of non-degree tailor-made seminars and courses in educational administration - and, after 1958, in educational planning - were carried out by national governments and universities in co-operation with international agencies, particularly UNESCO and the Organization of American States. These were the first training experiences in educational administration and planning at the graduate level in Latin America. It is at this time that the International Institute for Educational Planning (IIEP) was established in Paris, becoming, since 1963, a research and training center of excellence for educational leaders of the developing world. IIEP international training activities in educational planning and administration include the Annual Training Programme, since 1965; the Visiting Specialists Programme since 1966; the Specialized Short Training Courses at regional and national levels, the Specialized Workshops and Seminars, and a number of Individualized Programmes for educational planners, scholars and administrators.

Systematic graduate education, which started around 1970, represents a new change in Latin American university education and educational administration. At that time, the Regional Educational Development Program of the Organization of American States, established in 1968, had a decisive influence in the development of systematic graduate programmes in educational planning, supervision and administration at leading universities in Brazil, Chile, Colombia, Panama and Peru. Since the beginning of the 1970s, graduate education has been playing a decisive role in changing the traditional normative
character of Latin American university teaching to a more analytical approach based on increasing research activities. Given their newness, graduate programmes in educational administration in Latin America have not yet been consolidated in many countries. The prospects, though, are promising in a good number of nations. There is increasing entry of professionals from other fields of study, particularly from the social sciences, into graduate programmes of educational administration. This interdisciplinary encounter enhances an unprecedented theoretical and methodological development in training programmes and research projects.

Like in the previous issues, policy and practice in the training of educational administrators in Latin America follow the general historical development of the social sciences. From the initial normative orientation, training programmes move to a behavioural content, until reaching a more sociological approach to educational administration. This means that in the current training programmes of educational administrators there are initial indications tending to give precedence to the concepts of cultural relevance and political responsiveness over those of economic efficiency and behavioural effectiveness.

Educational administration in a cross-cultural perspective

The search for new superseding perspectives in educational administration is evident in vanguard intellectual circles of both industrialized societies and developing nations. In this context, there have been recent promising national and international efforts that face the challenge of cross-cultural co-operation in education and educational administration. A number of these efforts, developed by individual scholars and universities, are expressed at intergovernmental agencies, such as UNESCO and its International Institute for Educational Planning, the Regional Educational Development Program of the Organization of American States, and the Latin American Faculty of Social Sciences (FLACSO).

Cross-cultural co-operation is also fostered by national and international scientific and professional societies, such as: the International Intervisitation Programme in Educational Administration (IIP), which gathers every four years since 1966; the University Council for Educational Administration (UCEA) of the United States of America; the Brazilian National Association of Professionals in Educational
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Administration (ANPAE), founded in 1961; the Commonwealth Council for Educational Administration (CCEA); the European Forum for Educational Administration, created in 1977; the Caribbean Society for the Study of Educational Administration (CARSEA); and the Inter-American Society for Educational Administration (ISEA), established in 1979. Their international conferences, research projects and publications have been growing as forums of a constructive debate in the field of educational administration across cultures. [27]

The cross-cultural perspective of education and educational administration, especially the study of the transferability of educational models and administrative paradigms across cultures, has particular appeal in the nations of the developing world. In the last decades there has been a strong movement in the developing nations towards the conceptualization of education and educational administration from the angle of the developing world. This creative sociological perspective is originally rooted in the 'theory of dependence' [28] and its superseding reinterpretations, which are primarily concerned with the structural relations that explain the inequalities among and within nations. A good example of this is found in Latin America, where committed scholars are involved in the construction of new conceptual and analytical perspectives of education and educational administration that are politically responsive and culturally relevant. A number of recent publications on education and educational administration in Latin America within the new vanguard pedagogical tradition brought an intense debate to the field. [29] In the specific field of educational administration, the new publications in the conflict tradition address critical-dialectical approaches, [30] structural analysis, [31] self-management paradigms, [32] and phenomenological perspectives. [33] Although the individual contributions of the protagonists of the new orientation are different, all of them share a critique of the dominant consensus tradition of educational administration. Another common characteristic of the new Latin American theoretical efforts in educational administration is their explicit epistemological orientation. However, going beyond the evaluation of the limits of the foundations of past and current dominant administrative theories, the most creative aspect of the studies is the constructive search for superseding conceptual and analytical perspectives to guide inquiry and practice in educational administration. Their common concern is the conceptualization of educational organization and administrative perspectives that are culturally relevant and politically responsive to the demands and needs of Latin American society.
The upcoming cross-cultural perspective in education and educational administration is also reflected in meetings and studies carried out in industrialized nations that address the phenomenon of international interdependence in sociology and education. A good example is the Fifth World Congress on Comparative Education held in Paris in 1984, where Debeauvais emphasized educational interdependence and linked its relevance "to the fact that international exchanges in the field of education have never been so intense and diverse".[34] In the specific field of educational administration in the United States of America, the phenomenon is highlighted by Lynch in his State of the Art Address on ‘Dependency Theory and Educational Administration’, [35] delivered in New York at the 1982 Annual Meeting of the American Educational Research Association. Promising research and training developments within the conflict tradition are also taking place in Australia, the United Kingdom, and Canada. The Australian experience in the conflict tradition follows the initiative of Bates’ pioneering work on “Towards a critical practice of educational administration”. [36] In the United Kingdom the new critical-emancipatory research and training efforts in educational administration keep affinity with the work of the new sociologists and critical thinkers of education.[37] The Canadian upsurge results partly from the pioneering critical work of Greenfield[38] and as a superseding challenge faced by Canadian scholars involved in developing countries.[39]

Recent studies on comparative administration carried out in the industrialized world stem from general development theories coupled with comparative anthropological investigations and organizational studies across cultures. Goulet[40] in the United States and Deblois[41] in Canada conceive similar ‘liberation’ approaches to development. Their writings override the dominant perspective of the traditional sociology of development and stand out as important sources for specific studies on organizational life and administrative practice. In a similar way as the dependency scholars in Latin America did, the liberation scholars do suggest that organization and administrative theories conceived by and for industrialized countries are not transferable and applicable to developing areas, because of the intrinsic economic and cultural differences.

These and other similar contributions have important implications for research, training, and cross-cultural technical co-operation in educational administration. In a cross-cultural perspective, research and
training contents and methodologies in educational administration call for constant reevaluations and reconstructions. The question of the transferability of dominant educational administrative models and practices demands meaningful answers. As culture provides the context in which education is practiced, cultural relevance is the major guiding criterion to assess the applicability of organization and administrative theories, as well as planning practices, in the field of education. Such a cultural orientation implies a reconceptualization of national and international technical co-operation in the field. Wiggins' call for a 'trans-actional' approach to technical co-operation, as opposed to the traditional 'assistance-intervention' framework,\[42] demonstrates an accepted concern in a number of vanguard intellectual circles throughout the world.

To sum up, the search for new superseding educational administrative theories is a challenge to be faced by intellectuals in both developing nations and the industrialized societies of East and West. In this worldwide intellectual challenge there is a place for both national constructive efforts and international cross-cultural co-operation. In both cases, cultural relevance and political responsiveness to social and educational needs and demands are basic criteria to guide inquiry and practice in educational administration. The underlying assumption of this orientation is that it can effectively contribute to the furthering of a substantive quality of collective human life in education and society in both particular national settings and in the international context. This brings us to the concept of collective participation as the political strategy to accomplish a substantive quality of collective human life in society, and to further scientific and technological development in education and educational administration. This issue will now be addressed with my personal views.

Towards collective participation in educational administration

The basic assumption in this last section is that participation is a right and duty of every member of a democratic society. This suggests that participation and democracy are two concepts closely linked together. It is in the context of this association that it is possible to examine the historical role of education and scientific knowledge in
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general. It is widely accepted that the function of education is the construction and distribution of knowledge. The construction of knowledge implies freedom, consciousness, and collective participation. The distribution of knowledge implies an ethical commitment with equity and social justice so that the knowledge thus constructed can be of concrete benefit to the participants of the educational system and society in general. It is bearing this in mind that educational institutions are social instances in which it is possible to construct democracy as a political form to foster a substantive quality of collective human life. It is also in this way that the adoption of a participatory form of educational administration is a concrete way of contributing to the construction of democracy in education and society. However, democracy is not the goal of educational practice and of social practice in general; democracy is the type of political mediation used to attain a substantive quality of collective human life as the ethical goal of both education and society. Therefore, participation in education, particularly in educational administration, is, above all else, a political process, as it is in the governing of society.

There are many specific forms of participation in educational administration, just as there exist many forms of participation in the governing of society. This Chapter argues for collective participation in educational administration. Such a perspective is forwarded in the conviction that collective participation can constitute a powerful antidote to the institutionalized authoritarianism of the formal bureaucracy and to the dogmatic action of minority groups.

The conceptualization of educational administration as a process of collective participation makes selective use of and keeps affinity with the contributions of contemporary critical action theorists in sociology and the philosophy of science, organizational theory, and education. In the specific field of educational administration, Rodrigues’ concept of ‘collegiate action’ Davies’ gender-inclusive model of ‘holistic management’ and our ‘multidimensional paradigm of educational administration’ are examples of new participatory management perspectives and deserve an additional reference.

Rodrigues has recently proposed a new form of articulation between pedagogical practice and educational administration based on his concept of ‘collegiate action’. Trying to override the traditional centralized and bureaucratic management practices, he proposes a form of educational administration in which the ‘collegiate’ is the driving
force of cooperative collective action in the school. He considers the 'collegiate', in which all the participants of the school are represented, as the instrument of a democratic form of decision-making. In his view, though, the 'collegiate' is not only an administrative instrument, but a central pedagogical and political instance in the school. The social organization of the educational work based on the concept of 'collegiate action' rejects individualism and unharnessed and self-centered competition, favouring co-operative collective action towards the furthering of a substantive quality of human life in the school and society in general.

Davies' conceptualization of 'holistic management' gives special attention to an educational administrative model that is gender-inclusive and culturally relevant. Her critique of traditional educational administrative theory and practice keeps affinity with the critical thinkers of education and educational administration. In the construction of her superseding 'holistic management' model she includes both the 'whole staff' and the 'whole person'. As far as the preparation of educational administrators is concerned, her contention is that management training should be opened to all teachers. This orientation would facilitate collective participation in educational administration. It would also facilitate the democratic alternance and rotation of educational administrators.

Critical human action, political participation and cultural relevance are key concepts of the multidimensional paradigm of educational administration examined earlier. Participation, as a form of collective critical human action, is the political strategy for the attainment of a culturally relevant management practice as conceived in the multidimensional paradigm of educational administration. In adopting cultural relevance as the fundamental criterion, educational administration is appraised in terms of the meanings and consequences of activities for the improvement of the substantive quality of collective human life in the educational system and the larger society. The perception and interpretation of these meanings and consequences are only possible through an administrative theory conceived on the basis of real experience. This theoretical conceptualization is directly founded upon the participative posture of those responsible for the management of the educational system. The more participatory the administrative process, the greater its chances of being relevant to individuals and groups and the greater its possibilities of explaining and furthering the substantive quality of collective human life. It is in the context of this participatory perspec-
tive, grounded in collective critical human action, that educational administration can perform a role of democratic mediation that seeks to reach a solid alliance of individual freedom and social equity in the educational system, aiming to develop a form of human experience with cultural and political content.

The cultural and political content occupies a prominent position in the debate over one of the most important and controversial issues in educational administration - that of the preparation and selection of educational administrators for the various educational levels. The fact is that participation in the preparation and selection of educational administrators takes place in many different forms. What is certain is that, in this regard, there are no pat formulas or universally applicable systems of participation in educational administration, just as is the case in the forms of government adopted in different societies. And there is no reason why there should be. Much to the contrary, it is our contention that participation in educational administration is a culturally-specific strategy. Therefore, each educational system should determine and adopt its own specific paradigm of participation in order to be culturally relevant for its participants and, at the same time, politically responsive to the aspirations and needs of the population as a whole.

Again, participation in the preparation and selection of educational administrators is a crucial issue that has yet to be methodologically defined. The correct definition of this issue brings us to the concept of education as a particular practice of politics, the latter defined as the global practice of collective human life. As a corollary of the relationship between education and politics, educational administration is, at the same time, a pedagogical act and a political act. If education is conceived as a particular practice of politics, then there exists, in educational administration, a superordination of the political over the pedagogical. In other words, the educational administrator at the different levels and modalities of education is, above all, a politician and, as such, should perform his/her functions with legitimacy and social responsibility. However, the educational administrator should be technically prepared if he/she is to perform his/her professional role with political responsiveness and cultural relevance. The lack of technical competence of the educational administrator can seriously jeopardize his/her political and cultural role, while compromising the interests and aspirations of educators, students, administrative support personnel, and community citizens. This is so because, in reality, all technical activity that
affects the interests of the participants in the educational system implies political and cultural responsibilities. Therefore, the technical preparation of educational administrators is important, since it is expected to provide them with efficient and effective instruments for the performance of their professional role with political responsiveness and cultural relevance.

Bearing in mind the association of the pedagogical and political aspects of educational administration in its cultural milieu, it is imperative to conceive of a formula capable of combining the technical preparation of educational administrators with the process of their selection by the participants of the educational institution and community representatives. In this respect, the conceptualization of educational administration as a process of collective participation represents an initial attempt to combine free election as a political and cultural strategy, and formal training as a technical requirement. The recommendation that educational management training should be extended to all faculty members and all prospective teachers is particularly important. The importance of opening management training to all staff members is based on the assumption that such an orientation would enhance collective critical participation in the management of education, whatever the methodology eventually adopted in the selection of educational administrators.

Closing remarks

The perspective of educational administration as a process of collective participation, as outlined in this conclusion, is not a point of arrival, but rather a point of departure among many others on a long journey. It is not the end of the task, but rather a start among many others in the immense task of scientific construction in the field of education.

This final remark suggests that this Chapter is a particular act of participation in a more ample process of collective construction of knowledge in education and educational administration. The Chapter is developed on the basis of an intellectual commitment to the participants of educational systems, together with community citizens engaged in the construction of strategic forms of educational planning and administration that respond to the cultural aspirations and political demands of
society. Therefore, this Chapter is part of a process of collective participation to fulfill a concrete intellectual commitment. Democratic mediation is adopted as the political strategy, in the conviction that democracy can provide the basic ingredients for an adequate conjugation of the principles of freedom and equity in educational administration, with the ultimate aim of constructing an educational system and a society founded upon the concept of the substantive quality of collective human life.
Notes and references


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[44] For an earlier debate, see Benno Sander, Consenso e Conflito: Perspectivas Analíticas na Pedagogia e na Administração da Educação,
Sao Paulo/Niterói, Editora Pioneira/Universidade Federal Fluminense, 1984, pp. 139-152.


Chapter 2
Collaborative school management: small within big is beautiful
Peter James Murphy

Introduction

Our contemporary society differs significantly from previous eras. Advances in communication technology, as an illustration of this difference, are bringing into reality, the concept of the world being a global village. Important political, economic, cultural and natural events are known to people throughout the world within hours of them happening. The information received may often be superficial and biased as a consequence of the mode of communication. Even if due consideration is given to these deficiencies, adults today are more aware of the world in which they live than either their parents or grandparents.

The application of new technologies in business, industry, manufacturing and commerce has drastically altered the nature of work, the structure of occupations, and demand for human, natural and physical capital. As many nations have become modernized, social values, human relationships and behaviour patterns have drastically changed as traditional ways of life have been replaced by more modern styles of living. Kratzmann, Byrne and Worth (1980) note

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1 Peter Murphy is Associate Professor at the University of Victoria, British Columbia, Canada.
"men and women everywhere express their concern with the uncertainty and insecurity of modern life ... Mankind (these individuals perceive) ... has lost its connection with the past; modern man lacks direction; and even contemporary leaders cannot fully comprehend the meaning of recent developments in science and social affairs" (p. 7).

This situation, as one might expect, often places severe strain on the political, social and cultural infrastructures of a nation.

As the information explosion intensifies and new technologies are introduced into many facets of peoples lives, national governments are finding, frequently to their distress, that demand for many export goods has declined, that the comparative advantage which they may have enjoyed in specific markets has altered, and that the price of many import goods has increased substantially. Due to these conditions, some national governments are viewing the economic future of their countries with anxiety and pessimism.

A high level of dependence now exists among nations which means many economic, political, social and technological forces have global consequences. If a European country, as a simple illustration of this phenomenon, devalues its currency a financial tremor passes through the economies of both developed and developing countries. Often governments have difficulty coping effectively with global forces because they are not always able to resolve quickly many of the problems which emerge. Religious beliefs, cultural norms, political pressure groups, governing elites, bureaucratic organizations and mass media usually influence significantly the economic growth and social development of a nation and temper any action taken by the government in power.

Both the quality and quantity of education available in a country are perceived by many governments to be important factors for achieving social and economic policies. Without appropriate human resources, these governments recognize that their countries will be unable to take full advantage of recent advances in technology whether they be simple or sophisticated in nature. Traditionally, education systems have tended to be extremely conservative social institutions that respond very slowly to educational reforms, social changes and advances in technology of any kind.
At the IVth World Congress of Comparative Education Societies, Debeauvais (1980) stated that “today people focus on the negative impact of education upon economic and social development. Doubt is cast upon the impact of the expansion of schooling on economic growth” (p. 19). Public confidence in education appears to be declining in many countries. This phenomenon is due to a multitude of complex interrelated factors. One of the most important factors is undoubtedly that educational systems have not achieved many of the goals which they promised to attain. As funds for educational activities have begun to contract in most countries, educational institutions have been required to account in more detail how they utilize the resources they receive. Responses to these demands for greater accountability have been frequently less than satisfactory.

Another factor which has contributed significantly to the decline in public confidence in education has been the inability of many educational systems to satisfy the diverse needs of pluralistic constituencies (Kratzmann, Byrne and Worth, 1980). Whatever action educational systems undertake in response to social changes, educational reforms or advances in technology, generates concern for one or more interest groups. These small clusters of people usually are willing to exercise political force to change decisions so they can better satisfy their own interests.

Contemporary educational systems by virtue of their size, complexity, power structure and social networks are finding it difficult to respond effectively to a turbulent and ever-changing social system. A more decentralized governance structure is needed so that schools, as unique educational entities, can offer their local communities the services programmes and activities which they desire. Schools must develop a greater community focus so that adults, whether they have children attending school or not, acquire a greater personal attachment to them. If adults are going to develop this ownership and commitment to their local schools, the governance of education must be decentralized so they can participate in decision-making activities, at the local school level, which directly influence the quality and quantity of education offered to children. The school committees, school councils or parent-teacher groups established to facilitate participatory decision-making must be based on a collaborative management philosophy of governance.
This decentralization of school governance does not mean that government agencies, previously responsible for the activities of schools, will no longer have any responsibility for the quality and quantity of education provided school-age children. These agencies will serve a number of very important functions including: (1) maintaining standards of academic excellence throughout a region; (2) serving as an arbitrator in serious disputes; (3) ensuring standard budgetary procedures are applied; and (4) providing professional consultation upon request. We must realize and accept, as Toffler (1980) emphasizes in his book, *The third wave*, that "neither big nor small is beautiful, but that appropriate scale, and the intelligent meshing of both big and small, is most beautiful of all (p. 261)."

Many governments throughout the world are presently formulating legislation or implementing polices designed to encourage and facilitate greater parental involvement in decision-making at the local school level. For decades parent groups have been involved to some extent in school affairs whether through formal parent-teacher activities and school councils, or through small informal parent groups established for special events such as sports activities, graduation ceremonies, drama productions or cultural festivals. All parent activities have tended to be extra-curricular or appendages to the primary missions of schools. These forms of parental involvement in schooling, according to Arnstein’s (1969) typology of citizen participation has been non participation or mere tokenism.

If the educational reforms being proposed by many governments to decentralize school governance are going to have any significant impact, new boundary spanning organizations must be established, whether they be school management committees, school councils or school advisory committees, which enable professionals, parents and community members to work together as *partners* serving the needs of their local schools.

*Parental involvement in school affairs*

Opportunities for parents to become involved in school affairs, according to many politicians, scholars and practitioners, have existed for decades. These individuals will emphasize that getting parents to
participate is the problem — not the lack of opportunity. To substantiate this perception, these people note the poor attendance of parents at school meetings, the difficulties school leaders have in persuading parents to assist supervise social events, the reluctance of many parents to become involved in fund raising activities and the unwillingness of parents to accompany students on field trips. Parents in many communities, though exceptions to the norm exist, appear to have limited interest, especially at the secondary level, in becoming actively involved in their children’s schooling.

A multitude of factors undoubtedly contribute to whether or not parents become formally or informally involved in the schooling of their children. Of these factors, one of the most important is whether parents are encouraged to take advantage of the opportunities available. Many teachers fear the involvement of parents in schooling and consequently do not encourage them to offer assistance in the classroom or other learning situations. Similarly, school managers, who are aware of the problems parent participation in schooling can generate, according to Parker (1979), “are hesitant and skeptical, and teachers aren’t so sure about it either” (p. 20). Too often as Bennett (1988) notes “parents have been made to feel unwelcome in schools where their children attend” (p. 6).

Why are not parents encouraged more to become actively involved in their children’s education? According to Fullan (1985), barriers to involvement are created by educators and parents having minimal knowledge of each other’s worlds. Knowledge deficiency may exist in many school settings. This raises a question as to why these individuals know so little of each other’s social milieu. Inadequate communication networks, differences in social backgrounds, varied educational experiences, conflicting values, underdeveloped interpersonal relation skills, and differing competencies in verbal expression have all prevented parents and educators extending their awareness of one another’s life styles.

To discuss a child’s education and social development requires parents and teachers involved in the dialogue to respect each other’s judgements, personal values and cultural differences, if the child concerned is going to be provided with the assistance he or she needs to develop his or her full potential. Parents upon entering a school can easily become anxious when confronted by an individual possessing high levels of educational and professional experience. A servant-master
relationship can quickly evolve in this situation which places severe limitations on a honest and frank discussion.

Another important factor determining the extent to which parents become involved in the education of their children, is the nature and scope of the activities in which they are offered participation. According to Pellegrino (1973):

"Parents should not be restricted merely to a 'token' committee or to those tasks no one else wants to do: they should be involved at all levels of the school system according to their interests and capabilities ... they should also be involved in the educational decision-making process as well. For me, parent participation means an active, sustained, intelligent, continuous and responsible presence of parents throughout a school system. If we believe that the school exists to serve the community, then who knows the community better than the parents who live therein? (pp. 5-6)."

There is no reason why parents cannot be involved in all aspects of a school. The scope and degree of this involvement issue needs to be defined. Too often parents have been assigned tasks which educators consider menial; raising funds for special items and acting as security guards or teachers' aides. These types of involvement are not attractive to many parents since they perceive themselves as being 'used' by the education system. Most parents endeavour to utilize their spare time in a manner which will maximize benefits for them. If parents can become involved in school affairs as partners, and be accessed to import decision-making activities, they will be more inclined to volunteer time, energy and expertise to school activities. For this partnership to be effective, Hilsen and Ritchie (1987) maintain that "the most important ingredient is a serious commitment of teachers, schools and community to parent participation programs" (p. 64).

Yet, another factor preventing parents becoming more involved in schooling is that many of them lack experience in formal decision-making situations. To serve as chairperson for a parent-teacher group can be a traumatic responsibility for anyone who has never directed a group of people with different values and interests. Discussing an issue of importance to a school may be difficult to some parents because they
are conscious of their limited education and fear making a fool of themselves when they speak. An investigation undertaken by de Groot (1979) revealed that ineffective advisory school councils were besieged by problems of lack of direction, lack of resources, lack of clear-cut authority, and isolation from the communities they represent.

Recent literature on effective schooling has identified parental involvement and support to be of great importance. As Bennett (1988) so astutely notes:

"Parents need to be involved if schools are going to have effective programs that will reflect the value systems of its clients and intense interaction can only take place in meaningful parent-teacher groups" (p. 55).

This observation has been supported by Fullan (1985) who reports that many investigations have concluded that parental involvement and achievement are positively correlated. Commenting on the role of the principal in nurturing effective schooling, Leithwood and Montgomery (1986) maintain that he or she must "define priorities focussed on the central mission of the school and gain support for these priorities from all stakeholders" (p. 227). According to Riedl (1988), "by and large, those administrators and teachers who have made the effort to bring parents back into the school and classrooms, have not only done the pupils a service, but themselves as well" (p. 26).

Many factors determine the effectiveness of parental involvement in schools, but as Hilsen and Ritchie (1987) emphasize, a "critical one is the attitude of the school principal toward the concept of parent participation" (p. 63). If a principal perceives the involvement of parents in decision-making activities at his or her school will be a waste of time, any parental involvement at his institution will be tokenism. Alternatively, principals who strongly support a greater involvement of parents in school affairs need the support of their teaching staff for any involvement to have meaning. As Johnston and Slotnik (1985) note, "a successful program of parent participation requires the teachers to carefully nurture and actively encourage the parents" (p. 432). "When decision-making at a school is a partnership between parents and educators, there is more co-operation in implementing choices among alternatives and... better quality decisions (evolve)" (Cloffi, 1982, p. 18).
How parents become involved in school affairs varies from one educational jurisdiction to another. The most common structure in the United States and Canada is the parent-teacher association. These simple boundary spanning organizations have traditionally "been support groups involved in such activities as raising money for the school and organizing school-community social events" (de Groot, 1979, p. 12). If a parent-teacher association does not satisfy the specific needs of a small parent ‘splinter’ group, the parents concerned may form a politically active unit for lobbying the school, the board of trustees or even government agencies in an effort to further their interests.

During the late sixties, parent advisors’ councils emerged in the United States, Canada and Australia to facilitate greater involvement of parents in decision-making at the local school level. This type of boundary spanning organization, as Pellegrino (1973) notes, was primarily a consultative committee. Though school leaders and teachers were expected to confer with council representatives, such consultation often became mere tokenism.

Recently, many advisory committees have evolved into school councils consisting of school leaders, teachers, parents, students and community members. This organizational structure, according to Hilsen and Ritchie (1987), “provides for maximum involvement by parents in educational decision-making” (p. 53). Usually, the authority, responsibility and influence of these school councils are fairly extensive and put into practice the concept of decentralized school governance.

A structure for establishing an effective partnership between professionals and non-professionals now exists but to ensure those individuals who participate are representative of a community is an issue which has yet to be addressed. Incentives for encouraging the participation of parents from all strata of society have to be identified and put into practice. After completing an exploratory enquiry on incentives for parental involvement in schools, Bennett (1988) proposed the following recommendations:

(1) Principals and teachers need to find ways to involve parents more directly with their children’s education.

(2) All personnel in the wider school community need to help identify experts who can extend the present educational offerings.
(3) Principals and teachers need to encourage parents to teach in the classroom.

(4) Principals... (must) train their staffs in the arts of parent involvement in schools (pp. 39-40).

If equality of educational opportunity is going to exist in school systems, principals, head teachers and school directors must seek and apply strategies which will encourage parents, irrespective of their race, religion, social status and wealth, to become more involved in school management.

**Collaborative school management cycle**

An abundance of literature on parental involvement in schooling is emerging as governments, through new legislation, facilitate and encourage parents to participate in decision-making at a school level. As often happens in education, theoretical discussions out-number practical applications in scholarly work. Putting theory into practice is a difficult task in the present socially complex, politically active, educational community where vested interest groups, personal biases, traditional practices and diverse philosophies of education can jeopardize the success of an instructional innovation or educational reform. What is needed in contemporary education, according to Hilsen and Ritchie (1987), is “a (conceptual) framework that will create meaningful involvement of the public in school operations” (p. 46).

Recently, Caldwell and Spinks (1986) developed and successfully applied a conceptual model, known as the Collaborative School Management Cycle, in several hundred schools throughout the country. This Australian approach to school-based management, according to Riedl (1988) is very appealing because:

“This form of management has the advantage of being highly flexible and can easily be phased in over a period of time. It involves a minimum of paperwork. Properly implemented, it can secure the appropriate involvement of school staffs, community and students in
school management and share responsibility among them” (p. 50).

Furthermore, as this practitioner informs us: “Communication is intended to be multi-directional and open, and being a cyclical process, planning and policy making are ongoing and amenable to change” (p. 51). The potential of this conceptual framework for facilitating actual parental involvement in schooling is great and consequently should be given due consideration by governments formulating new legislation designed to further decentralize school governance.

The Collaborative School Management Cycle is presented in Figure 1 and can be seen to consist of six distinct phases, namely:

(1) Goal setting and need identification
(2) Policy-making
(3) Planning
(4) Budgeting
(5) Implementing
(6) Evaluating

(Caldwell and Spinks, 1986, p. 21).

To facilitate the effective completion of the cycle, two school-based management units are formed. One unit known as the ‘policy group’, consisting of professionals and non-professionals is responsible for goal setting, need identification, policy-making, approving the budget and evaluation. The second unit, known as ‘programme teams’ consisting of professionals only, prepares plans, identifies resources, implements activities and initiates evaluations within the policies and priorities established by the former unit. Caldwell and Spinks note that:

“While responsibilities are clearly designated, there is overlap in activity to the extent that some people may be members of the policy group as well as of one or

Figure 1: The collaborative school management cycle
more program teams frequently provide information for the policy group, for example, in preparing policy options and a program budget” (p. 21).

Since educational communities differ from one location to another, the nature and scope of parental involvement in school affairs may differ accordingly. To accommodate this variance, Caldwell and Spinks suggest that collaborative school management may range from a low degree of collaboration (Level 1), where the school leader is the only individual involved in the decision-making process, to a high degree of collaboration (Level 8) where representatives of all interest groups in the educational community are actively involved in decision-making through a boundary spanning organization such as a school council. The various degrees of collaborative patterns using this conceptual model are clearly illustrated in Figure 2.

The Collaborative School Management Cycle offers school systems a conceptual framework which allows them to increase parental involvement on a gradual basis. An incremental approach to planned change can be very effective in schools where substantial resistance from educators may exist regarding a greater involvement of parents in school affairs. By collaborating with parents on a variety of administrative, managerial and curricula issues, teachers will become more willing to form partnerships with them.

Whether collaborative school management becomes a reality will be determined to a significant extent by principals, headteachers and school directors. This educational reform will have significant implications for these individuals as school leaders. The ‘political’ aspects of their work will be undoubtedly of greater importance than ever in the past. Similarly, interpersonal relations skills will have to be developed to a level of sophistication which will enable school leaders to cope effectively with school councils consisting of members with different perspectives on education or clusters of members with specific political beliefs.
Small within big is beautiful


Figure 2: Patterns in school management
School leadership in the future

Everyone associated with contemporary education is aware that school leadership is undergoing a substantial transformation. What will be the final outcome of this evolution is unknown. However, one thing is certain, educational administration and school management in the future will differ from what we are familiar with at present. A greater involvement of parents in the management of schools, which many governments are encouraging, will be an educational reform of significant consequence to school leaders. Traditionally, many principals, headteachers and school directors were 'semi-gods' in the schools which they administered and managed. The power, influence and authority of the British headteacher, as an illustration of this phenomenon, has been known for decades around the world.

As teachers have become better qualified, school leaders have found that many of them want to be involved in the administration and management of schools. Furthermore, some of these individuals often volunteer to be members of government curriculum committees, professional association special interest groups, teams for negotiating collective agreements and local groups for planning professional development activities. Quality of worklife and professional autonomy are important to these new professionals. After decades of autocratic rule, school leaders now find themselves forming partnerships with their teaching staff.

Since the early eighties, principals, headteachers and school directors have been encouraged, as well as often pressured, to adopt a more participatory style of leadership. Consequently, co-operation, collaboration and communication have become fundamental elements in new partnerships established between school leaders and their instructional staff. Many school leaders, as a consequence of this professional collaboration, perceive themselves to be curriculum leaders rather than the managers or administrators of an educational enterprise. These individuals perceive their primary function to be developing, with the assistance of their staff, an environment conducive to facilitating learning. Proposed educational reforms, progressive legislation and technological innovations are going to change the administration and management of schools in numerous ways.

Demands for accountability, restrictive government fiscal policies, increasing expenditures, greater competition for government funds
among social service agencies, and an increasing emphasis on educational productivity, require school leaders to be more conscious of how resources are utilized. Initially, detailed accounting statements were sufficient to justify expenditures. As financial pressures have intensified, many school leaders have found themselves being required to link expenditures to specific educational activities. Cost-effectiveness is undoubtedly becoming a more common feature of school systems. In fact, some school leaders fear that a new era of 'payment by results' is evolving which could have extensive social, academic and professional implications.

The social milieu evolving in many countries is culturally diverse, economically fragile, politically active, socially complex, multi-racial and continuously changing. Under these conditions, national, provincial, state or regional school systems cannot satisfy adequately the educational needs of all the children under their jurisdiction. Equality of educational opportunity is a philosophical ideal rather than a practical reality in some nations.

An awareness of this social condition has prompted many parents to become politically active in an effort to improve the quality of education received by their children. Whatever policies government agencies initiate to improve educational services, some people are dissatisfied because they perceive the proposed changes may adversely affect their vested interests. The decentralization of school governance, through greater parental involvement in schooling, is being encouraged by many governments in an effort to reduce the political action and social conflict generated by existing conditions.

School leaders will have to become extremely sophisticated politically if they are to satisfactorily 'manage' school councils consisting of parents, teachers and members of the public with varying political, educational, social and cultural values. The stress associated with managing and administering a school system in the future could be substantial if agreement was difficult to obtain among council members or a school council was politically polarized.

Investments in elementary, secondary and post-secondary education have often yielded disappointing returns in many countries. A number of complex, inter-related factors undoubtedly account for this circumstance. One of the most significant of these issues has been that politicians, government officials, parents and the general public have often held unrealistic expectations of their national, provincial, state or
regional education systems. A willingness of teachers and school leaders to accept responsibility for providing children with numerous learning experiences has fostered a perception that schools can satisfy everyone’s needs. Such a perception is too idealistic and consequently cannot be attained in practice. Demands for accountability have brought this fact to the attention of everyone associated with school systems.

In the near future, through collaborative action, school leaders will be required to identify the primary missions of their institutions and to establish priorities for the effective allocation of limited resources. Whether schools succeed or fail will be perceived as the responsibility of school leaders and their teaching staff.

Many governments are proposing new fiscal arrangements for financing educational activities. Most of these new fiscal plans are in a preliminary phase and cannot be commented upon adequately. Present funding programmes, as well as new fiscal arrangements, provide sufficient resources for ‘core’ subjects and a small number of subsidiary areas. If a governing council perceived its school should offer special learning experiences or a higher quality of services, the necessary additional funding would have to be obtained directly from the local community. The implications of the new funding plans are going to be substantial and far reaching. For school leaders and teachers fund raising could become an important and very time consuming activity.

Presently, many school executives spend most of their working day within the confines of the schools which they administer and manage. Brief visits to other schools or central administrative offices offer opportunities for consultation and advice from colleagues. Occasionally, these professionals meet with parents, usually within schools, to discuss the academic achievements of behaviour of their children. Traditionally, school leaders have controlled the discussions which occur in these social encounters.

School leaders’ authority, power and influence are derived partially from their positions within the school system, their political astuteness and their professional networks. As parents become more involved in school governance, school leaders’ designated authority, power base and sphere of influence will all change substantially. At present, the nature and scope of the modifications which will occur are unknown. School leaders will undoubtedly have to establish social networks with a greater number of non-professionals, to develop new professional relationships with influential leaders in the local community, and to perform a wider
range of professional duties. More frequently than in the past, educational executives will find themselves consulting and collaborating with individuals possessing quite different values. The school leaders of the future, if they are to survive in a volatile educational arena, must be people of the highest professional integrity. Furthermore, as Fast (1977) emphasizes, these educational executives, if they are to provide schools with appropriate direction, must be individuals "who are not afraid to take positions, to take risks, to develop new policies and to meet needs" (p. 37).

Present personnel management practices concerned with selecting school leaders in most countries are less than satisfactory. We are now aware that school leaders of tomorrow must be people with visions (Owens, 1987), people who are able to conceptualize problems (Bone, 1980), people who are reflective thinkers (Murphy, 1987), people who can build strong organizational structures in schools (Owens, 1987) and people who can apply appropriate leadership behaviour to a specific situation (Hersey and Blanchard, 1977). These factors rather than seniority, visibility, patronage and social activity should form the criteria for choosing individuals for leadership positions in schools. Under collaborative school management, this circumstance will change and school leaders will be selected increasingly on the basis of merit. Neither parents nor teachers will support an incompetent leader since they will consider the performance of a school to be of greater importance than one individual's professional career.

Most contemporary school leaders have received limited training for the important positions which they occupy. Generally, 'on-the-job' training has been the primary method by which they were prepared for their professional duties. Often the training available has been short-term learning experiences focussing on 'here and now' issues, government legislation, and low level managerial tasks. Professional development programmes for school leaders, as Johnson and Snyder (1985) report, have tended to "address school maintenance functions rather than more dynamic management concepts and skills" (p. 1). At the university level, few preparation programmes appear to be adequately satisfying the evolving professional development needs of school leaders. After completing a comprehensive survey of professional preparation programmes in Canada, Miklos and Nixon (1979) stated that "the changing educational scene would seem to demand adjustments in both the content of and the approaches to the study of educational administration" (p. 27).
As parents and teachers become more involved in the management of the educational enterprise, many school leaders are going to be distressed by their own inadequacies to cope with situations. This anxiety will be further increased by the knowledge that their administrative contracts will not be renewed if they are unable to provide the schools which they serve appropriate direction. If local educational jurisdictions, government agencies and universities do not offer them appropriate pre-service and in-service, these professionals will acquire the necessary services from other sources through their professional associations. The scope and nature of these professional learning experiences will be decided collaboratively by school leaders and consultants. Chetcuti (1980) reminds us that “time does not wait and unreleased pressures seek solutions elsewhere” (p. 82).

Approaches to training and research in educational administration, according to Caldwell, Smilanich and Spinks (1988), “should be shaped by this new context and this new frame of reference” (p. 6). School leaders in the future must possess a sound knowledge, understanding and expertise in areas of curriculum and learning such as:

(1) Knowledge about a wide range of approaches to learning and teaching... that accommodate students' various learning styles and preferences.

(2) The capacity to work within national and state frameworks and priorities; and with teachers, students and members of the community, in designing and delivering programmes that meet the needs of every student.

(3) The capacity to make an ongoing and systematic approach to programme evaluation a feature of the administrative process.

(4) The ability to address, in practical terms... commitment to a shared vision of quality or effectiveness or excellence.

(5) The ability to design and implement an ongoing, collegial, cyclical approach to goal setting, policy-making, planning, budgeting, implementing and evaluating. (Caldwell, Smilanich and Spinks, p. 7).
These professionals must be sensitive, as well as adequately aware of the value, moral, economic, cultural, social and political aspects of these areas of enquiry if they are to survive in a collaborative management school system. The inadequacy of existing professional programmes for school leaders becomes very evident when leadership development is analyzed from a contemporary practitioner's perspective.

Are school leaders going to be managers or administrators in the future? This issue is presently being debated by many scholars and practitioners. According to Gray (1987) "there is a lot of confusion about what schools are and the tasks of people in them" (p. 40). The issue as to whether school leaders are managers (implementers) or administrators (deciders) will be resolved as collaborative school management gains momentum. To be a successful political mediator, which will be an essential attribute under collaborative school management, school leaders must be administrators who are sensitive to the emotional, value and political dimensions of issues requiring resolution and the support which various decisions will receive from influential leaders and specific interest groups.

The quality of education offered by schools of tomorrow, irrespective of their national setting, will be influenced to a significant extent by the professional competence of principals, headteachers and school directors. These important executives must be able to function as effective leaders for fragile but dynamic parent-teacher partnerships. To accomplish this mission does not mean these professionals need to be super-human, but rather dedicated, well-educated, professionals.
Administration and management of education: the challenges faced

References


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