School Leadership Development Framework for the Gauteng Department of Education

For the Matthew Goniwe School of Leadership and Governance

By Pat Sullivan and Associates

August 2013
Executive Summary

The Matthew Goniwe School of Leadership and Governance (MGSLG) awarded a project to Pat Sullivan and Associates to research and develop a leadership development framework for school leadership teams (principals, deputies and Heads of Department) that complies with the Minimum Standards for Teacher Education Qualifications and addresses the specific contextual needs of school leadership teams in South Africa. This report summarises the results of that research process.

Defining school leadership and leadership development

School leadership can be broadly defined as the combination of knowledge, skills, attitudes and actions which enable effective learning to take place in schools. Leadership may be distributed across principals, deputies and Heads of Department (HoDs), who have formal authority, as well as those teams (district, governing bodies, teachers, parents) which support the learning process. School leadership practices cluster as follows: a) building vision and setting directions; b) understanding, working with and developing people; c) designing, managing and building the organisation; and, d) ensuring that teaching and learning take place. These practices are underpinned by a set of personal and institutional values and ethics which enable leadership to respond appropriately to the contexts within which they work.

Leadership development frameworks enable a focus on the responsibilities, tasks and characteristics that support effective learning. Leadership development comprises a range of pre-service, in-service and informal interventions designed to build the knowledge, skills and attitudes of leadership in different socio-economic and school contexts. The primary purpose of such development is to improve work performance to ensure that improved learning outcomes are achieved. Such interventions are premised on the proven assumption that effective and distributed leadership leads to successful learning schools.

The development of leadership behaviour and practice is life-long, continuous and contextual. Content usually covers areas such as: instructional or pedagogical learning to support teaching and learning; working with teachers, people, governing bodies and stakeholders; work defining legal and regulatory frameworks; managing school resources (people, finances, systems and infrastructure); and the administrative process. Methodologies range from individual to group learning, formal to informal processes and regulated to open systems. Most leadership development interventions are action-oriented and directed towards changing practices and behaviours.

Global strategies and practices

Most leadership development frameworks reviewed were developed by government departments or linked institutes. In some cases, professional bodies played a role. All of these frameworks work on the assumption that effective leadership is critical in ensuring effective learning in schools. While there is quite a lot of variation in the frameworks, most apply a combination of knowledge (what leaders need to understand), skills (usually in the form of competencies) and attitudes (in terms of identifiable behaviour) to a particular school context or system.
Generic content areas or leadership domains include pedagogical leadership, organisational leadership, shaping the future, accountability, self-mastery and relationship-building. Many of these frameworks have been adapted into standards that are used to: define career paths and promotions routes; identify professional development requirements and qualifications; assess performance and manage succession and career-planning. Although there is commonality in content, many of the frameworks have been developed and adapted over time in response to changing education needs in countries and globally.

Frameworks define knowledge, skills and attitudes linked to profiles or proficiency levels. They identify layers of practice (knowledge and understanding; values and commitments; and abilities and competencies) and levels of engagement (novice, able, proficient and excellent). HoDs, deputies, heads and business managers all need slightly different skill sets as well as team building. Programmes are offered on a continuum from pre-service to in-service by a range of providers from government institutes to professional bodies to universities. A range of types of programmes from continuing professional development to formal qualifications related to career paths and performance outcomes are provided using a wide range of different group and individual learning strategies.

South African policy and practice

South Africa has focused more on management development than leadership. The leadership roles and responsibilities of principals, deputies and HoDs are not clearly defined or understood. The interviews demonstrated that many still feel that management competencies are critically important in South African school contexts, but that these are outweighed significantly by the importance of getting teaching and learning right. The range of competencies associated with improving quality and implementing the curriculum are therefore perceived as critical and essential to improving the quality of learning in different school contexts. In addition to pedagogical and professional leadership, the policy and the interviews suggest that competencies associated with building values and ethos, organisational and operational management, strategy and planning and leading people, teams and communities are critical. Collaborative or distributed leadership is seen as more important that separate and defined functions for principals, deputies and HoDs, although there is agreement that HoDs should focus more on curriculum and deputies should focus more on operations. Mostly, leadership needs to be proactive, courageous and decisive.

The most recent leadership and management competencies mapped out in the draft Performance Management and Development System (PMDS) include:

- Leading the learning school;
- Shaping the direction and development of the school;
- Managing quality and securing accountability;
- Developing and empowering self and others and wellness of staff;
- Managing the school as an organisation;
- Working with and for the immediate school community and well as the broader community;
- Managing human resources; and
- Management and advocacy of extra-mural activities.
Development strategies have been *ad hoc*, with the exception of the Advanced Certificate in Education (ACE): School Management and Leadership. The more recent Minimum Requirements for Teacher Education Qualifications (DHET, 2011) proposes an Advanced and Postgraduate Diploma. School leadership is in the frontline of the struggle to develop new ways of doing things in schools. Several different policy frameworks define what must be done creating a confused, compliance approach. Leadership development programmes are fragmented across provinces and providers. Approaches and content are heavily influenced by an international literature, which defines generic expectations, standards and approaches. Christie (2010) warns that generic approaches may well act as impediments to the changes they aim to support by creating expectations that can’t be met in South African school contexts and conditions. She suggests recognising the situated complexities of the work of running in the very different circumstances in which school leaders operate. Interviewees note that leadership development should be practice-driven and utilise communities of practice (CoPs), district support and mentors if change is to occur.

**Proposed Leadership Development Framework**

A leadership model is proposed as a basis for developing a comprehensive leadership development framework for the Gauteng province. The model draws on the generic areas that emerged out of the research. It assumes that leadership and management activities are linked and that school leadership need to work together to create the conditions for effective learning mindful of the different, often traumatised and unequal contexts within which schools operate.
The definition of a leadership development framework requires a substantive discussion on good enough leadership in our contexts. If the leadership framework is to be successful, it needs to set appropriate, situated and contextual standards for achievement. The danger of frameworks is that they set goals that are not achievable in different contexts, thus creating a sense of demoralisation for those whose leadership work is so complex and challenging that it does not remotely resemble the generic standards listed in the framework.

The proposed framework maps the ideal competencies for principals, deputies and HoDs. They are flexible enough to be adapted for different school contexts through a prioritisation process. School leaders would be able to assess their own abilities as novice, able, proficient and excellent in each of these roles. On the basis of this, they would be able to define a practice-based development path if the MGSLG and the GDE provide appropriate support.

In conclusion, the research shows that leadership development frameworks are useful tools for development, career-planning and performance monitoring. However, they are strongly defined by the country contexts and need to respond to local requirements and challenges. Situated and practice-focused frameworks, aligned to policy and regulatory frameworks, seem to work best. Such frameworks are most likely to work when all stakeholders recognise their value and agree on the broad requirements. In this regard, frameworks need to be flexible enough to accommodate school-level contextual realities. Related development programmes must be school-focused, blend theory and practice and allow for support through mentors, CoPs and districts.
# Acronyms and Abbreviations

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<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>ACE</td>
<td>Advanced Certificate in Education</td>
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<tr>
<td>ANA</td>
<td>Annual National Assessment</td>
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<td>CLE</td>
<td>Collaboration and Learning Environment</td>
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<td>CMS</td>
<td>Course Management System</td>
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<td>CoP</td>
<td>Community of Practice</td>
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<td>CPD</td>
<td>Continuing Professional Development</td>
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<td>DBE</td>
<td>Department of Basic Education</td>
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<td>DoE</td>
<td>Department of Education</td>
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<td>ELRC</td>
<td>Education Labour Relations Council</td>
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<td>EMD</td>
<td>Education Management Development</td>
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<td>EMDI</td>
<td>Education Management Development Institute</td>
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<td>EMS</td>
<td>Education Management Service</td>
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<td>GPLMS</td>
<td>Gauteng Primary Language and Mathematics Strategy</td>
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<td>HoD</td>
<td>Head of Department</td>
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<td>HR</td>
<td>Human Resources</td>
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<td>ICT</td>
<td>Information and Communication Technology</td>
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<td>IDSO</td>
<td>Institutional Development and Support Officer</td>
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<td>KESI</td>
<td>Kenya Education Staff Institute</td>
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<td>KIPP</td>
<td>Knowledge is Power Programme</td>
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<td>LMS</td>
<td>Learning Management System</td>
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<td>LTSM</td>
<td>Learner Teacher Supply Materials</td>
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<td>MGSLG</td>
<td>Matthew Goniwe School of Leadership and Governance</td>
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<td>NCSL</td>
<td>National College for School Leadership</td>
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<td>NEEDU</td>
<td>National Education Evaluation and Development Unit</td>
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<td>NEPA</td>
<td>National Education Policy Act</td>
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<td>NPQH</td>
<td>National Professional Qualification for Headship</td>
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<td>NQF</td>
<td>National Qualifications Framework</td>
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<td>OECD</td>
<td>Organisation for Economic Cooperation and Development</td>
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<td>OSD</td>
<td>Occupation Specific Dispensation</td>
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<td>PAM</td>
<td>Personnel Administration Measures</td>
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<td>PLC</td>
<td>Professional Learning Community</td>
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<td>PMDS</td>
<td>Performance Management and Development System</td>
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<td>SASA</td>
<td>South African Schools Act</td>
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<td>SGB</td>
<td>School Governing Body</td>
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<td>VoIP</td>
<td>Voice over Internet Protocol</td>
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1. Introduction and Project Overview

The introduction outlines the deliverables, background and methodology used for this study. It also provides broad definitions of leadership development and leadership development frameworks. Finally, a brief outline of the structure of the report is provided.

The Matthew Goniwe School of Leadership and Governance (MGSLG) appointed Pat Sullivan and Associates\(^1\) to assist the School to develop a leadership development framework for school leadership teams (principals, deputies and HoDs). As a centre for teacher and leadership development, MGSLG is involved in the development of teachers, HoDs, deputies and principals. *The Minimum Standards for Teacher Education Qualifications* published on 15 July 2011 has alerted MGSLG to the fact that the ACE that is offered to school management teams needs to be reworked as a diploma or series of in-service programmes by 2014. There is, therefore, a need to explore what the *Minimum Standards for Teacher Education Qualifications* policy means in terms of developing leadership frameworks, programmes and accreditation routes at MGSLG.

MGSLG has developed a framework (Figure 1) which shows the vision of what it will deliver in order to improve learner outcomes and how the various parts of the schooling system integrate and support each other. The framework uses a whole school development model as a means to build capacity and skills in schools and communities in order to ensure improved outcomes. It highlights that leadership programmes are a focus for MGSLG, together with teacher development, school governance support and district alignment.

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\(^1\) Pat Sullivan and Associates comprises a team as follows: Ms Pat Sullivan, Ms Thantshi Masitara, Professor Anne Mc Lennan (Wits Graduate School of Public and Development Management) and Ms Barbara Dale-Jones (BRIDGE).
This document maps the findings of the research into school leadership development frameworks conducted by Pat Sullivan and Associates within the framework of the challenges facing MGSLG in developing and implementing a leadership development framework that utilises effective practice, but which also responds to local conditions and regulations.

1.1 Methodology and approach

The Gauteng Department of Education (GDE) is responsible for +2500 schools which are led in various ways by principals, deputies and HoDs. In order to develop a Framework for Leadership, the practice of leadership was analysed to understand: a) how leadership happens; b) who or what is led; c) the context of leadership; and d) organisational effectiveness. School leaders lead teams, individual educators, learners, and organisations. Each school approaches leadership in a different manner and contextual issues and developmental needs define how a leader operates.

This means that the framework has to show a range of competencies a school leader needs to demonstrate in his or her different context. There are foundational or common competencies, but contextual issues influence what other competencies are needed. Identifying these required a process of desktop research, interviews and reflective practice. A further consideration is the impact of technology on leadership and development. GDE has provided principals with laptops and iPads as a platform for new levels of communication and support.

The focus on school leadership and leadership development is linked to research on self-managing schools and whole school development which emerged in the nineties and is associated with a growing literature on school improvement, quality and performance (Christie, 2010; Bush, 2008; Mc Lennan, 2000; Smith, 1997). This research suggests that school leadership (principals and their teams) play a pivotal role in enabling schools to improve learning outcomes (Bush, 2008, Pont, Nusche and Moorman, 2008). Reynolds, Sammons, Stoll, Barber and Hillman (1997) argue that school improvement comprises of two approaches: top-down and bottom-up. The latter approach emphasises the role of school-level practitioners (leadership) in securing school development outcomes through a focus on group work, collaborative work cultures, teaching and learning and integrated planning.

The shift to decentralise management and authority to school level reflects a concern to improve effectiveness and efficiency in school outcomes. School leadership is located at the centre of this process, initially as managers, or management teams, but increasingly as distributed leadership (Harris, 2004). This places increasing pressure on schools to account upwards and outwards, as well as to improve the quality of learning. While schools (and in fact school leadership) are required to take on this task independently, and often with limited resources, socio-economic and cultural contexts and systems condition their ability to function. District and system support are seen as critical to enabling and sustaining quality educational outcomes.

In developing the framework the following research processes were followed:
1.1.1 Literature review

The review of current research on school leadership development, and actual frameworks used by various education departments and districts, provides a broad understanding of the parameters and requirements of effective leadership development frameworks. Leadership development frameworks enable a focus on the responsibilities, tasks and characteristics that support effective learning (Pont, Nusche and Moorman, 2008). They can be used to inform recruitment, development and appraisal by defining broad domains of responsibility in context. They define professional practice in schools for those in leadership roles.

The review study is part systematic review and part benchmarking. Systematic review explores research related to a specific field, practice or policy. In this study, the central question is “what is school leadership development?” The review briefly examines research on school leadership, competencies and methods of development. No attempt was made to be comprehensive given that school leadership development emerges out of an existing and known literature on whole school development and school effectiveness. The idea is to provide an overview of the main ideas, models and debates, with an emphasis on establishing the implications of these for policy and practice. This systematic review was based on a combination of academic and research articles listed in the references.

Benchmarking, similarly, is a systematic process for identifying, measuring and implementing effective practices in order to facilitate organisational innovation or improvement. Benchmarking is a structured approach to comparison, the core principles of which include a clear focus, measurement and differentiation. In this study, benchmarking extends only to exploring similarities and differences in practices across countries as they are relevant to the South African context. Benchmarking involves looking outward to examine how others achieve their outcomes and to understand the processes they use. The benchmarking was undertaken by exploring leadership development frameworks and practices in Australia, New Zealand, Europe, the United Kingdom, Canada, Africa and America.

1.1.2 Interviews

A research process which involved the interviewing of key stakeholders working in school leadership development and from a range of organisations took place between January and June 2013. 26 interviews were held. Twenty-three interviews were intended to elicit thoughts from individual experts in education on what the attributes of school leaders are, while three interviews were held with focus groups: primary school, higher education and a community of practice (CoP). Details of those interviewed and the questions are provided in Appendix A. In addition, BRIDGE’s National ICTs in Education CoP was a reference group on the use of technology.

1.1.3 Survey

An electronic survey (using Survey Monkey as a tool) was sent to school principals in Gauteng in May 2013. The survey asked for feedback from principals, deputies and HoDs on the range of leadership attributes that should be addressed through MGSLG’s courses.
The survey required respondents to rank attributes in clusters. The intention was to invite all school principals from all Gauteng Schools to participate in the survey. However, since the survey was administered electronically, it was decided that only those who had listed email addresses on the GDE school list would be contacted. The survey is at https://www.surveymonkey.com/s/SchoolLeader_Survey

An email to these principals, with a letter signed by Len Davids (Deputy Director General, Curriculum Management Development, GDE) and Rufus Mmutlana (CEO, MG) attached to it, went out on 28 May 2013, and again on 30 May, notifying principals of the online survey. A final reminder went out on 7 June 2013, giving participants until 10 June to complete the survey.

Principals were encouraged to invite deputy principals, HoDs and heads of phase to complete the survey too. Responses could be submitted anonymously if the participant so wished. The survey was designed to rank the leadership attributes listed from most to least important, and the survey only allowed participants to tick one number per attribute in each attribute cluster. This means that two attributes in a single set could not have a ranking of 1, for example.

Approximately 95 of the 480 (19.8%) responses came from independent schools. Slightly over half (255 of 480 or 53%) of the respondents worked in primary schools, slightly over a third worked in secondary schools (179 of 480 or 37%) with seven technical schools and 39 Special Needs schools represented. The public-private split is representative of the actual split in the province. Approximately half of the survey respondents were principals (236 out of 480, 49%), just under a quarter identified as deputy principals (112 out of 480, 23%), and just over a quarter identified as HoDs (132 out of 480 or 27.5%).

1.2 Defining school leadership and development

1.2.1 School leadership

Many theorists and researchers distinguish between management and leadership. Christie (2010) suggests that leadership is a relationship of influence, while management is an organisational concept related to the means by which institutions achieve their goals. Bush (2008) similarly argues that educational management is focused on achieving the aims of education in organisational settings, while leadership has to do with vision and pull. Kotter (2001) also distinguishes between leadership and management. He suggests that management is about coping with complexity, while leadership is about coping with change. Leaders lead an organisation through constructive change by setting a direction, developing a vision, aligning people, communicating the new direction and motivating and inspiring. In contrast, organisations manage complexity by planning and budgeting, organising and staffing and controlling and problem-solving.

In schools, as in most organisations, however, it is difficult to separate leadership from management as educational leaders are called on to be managers of institutions and implementation and they account accordingly. This notion of leadership, which incorporates management, reflects current developments that suggest that leadership no longer resides in the idea of ‘those people’ at the top of the pyramid who set the
direction, make the key decisions, and motivate their followers. This notion of leadership assumes that it is a distributed responsibility of elected representatives, managers and teachers responsible for vision, development, systems, operations and delivery (Harris, 2004).

Dealing with today’s challenges requires a notion of ‘top-down, bottom-up’ leadership where acting responsibly and getting the job done is everyone’s concern. It means serving by understanding the impact of one’s leadership on others and contributing to a larger purpose. Pont, Nusche and Moorman (2008: 18) argue that:

Leadership is a broader concept where authority to lead does not reside only in one person, but can be distributed among different people within and beyond the school. School leadership can encompass people occupying various roles and functions such as principals, deputy and assistant principals, leadership teams, school governing boards and school-level staff involved in leadership tasks.

This leadership approach focuses less on behaviours and more on how leaders adapt to changing environments. Leading schools requires working with limited resources, in challenging environments, to solve complex and systemic problems. Ensuring that learning takes place in sometimes unpredictable environments, and fragmented social contexts, requires a different approach. School leadership needs to be connected and people-focused. They need to see the big picture. Such transformational leadership involves an ability to change activities and relationships within school, to motivate and mobilise (Yukl, 2002). Christie (2010, 696, our emphasis) argues:

Having distinguished between the concepts of leadership, management and headship, I would argue that ideally, the three should come together in schools. Ideally, schools should be replete with good leadership, at all levels; they should be well managed in unobtrusive ways; and principals should integrate the functions of leadership and management and possess skills in both. ... Perhaps the first step in understanding the complexity of leadership in schools in current times is to recognise how hard it is to integrate these three dimensions in the practices of running schools, to bring a coherence that links substance to process and deeper values to daily tasks.

While leading may be more about guiding and inspiring, and management may be more about getting things done efficiently and effectively, a good management team, and the members of that team, combine the skills of leadership and management. One without the other is not enough. Good leadership and good management go together in an education system. Leaders set the course and ensure that it is followed. School leadership make strategic plans and manage the implementation of those plans. Leaders motivate and inspire and managers use authority to get people to work productively.

Meaning making is at the heart of the educational process and it is also at the heart of the leadership process. Exercising leadership is a constant process of negotiation between individual, collective and social values and concerns. Leaders, then, cannot underestimate the massive challenges they face in building trusting relationships, establishing forums for dialogue and overcoming situations of mutual disrespect (Fullan, 1997, p. 15).

The understanding, behaviour and practice of leadership are always responsive to a specific context and social relationships. Foster (1994, p.61) suggests that:

Leadership is a consensual task, a sharing of ideas and a sharing of responsibilities, where a leader is a leader for a moment only, where the leadership exerted must be
validated by the consent of followers, and where leadership lies in the struggle of a community to find meaning for itself.

School leadership can be broadly defined as the combination of knowledge, skills, attitudes and action which enable effective learning to take place. Leadership may be broadly distributed in a school across principals, deputies and HoDs, who have formal authority for leadership (and management) tasks, as well as those teams (district, governing bodies, teachers, parents) who take responsibility for aspects of the learning support process.

Broadly, school leadership practices cluster as follows: a) building vision and setting directions; b) understanding, working with and developing people; c) designing, managing and building the organisation; and, d) ensuring that teaching and learning takes place. These practices are usually underpinned by a set of personal and institutional values and ethics which enable leadership to respond appropriately to the contexts within which they work.

1.2.2 Leadership development

School leadership has become a policy priority across the globe as countries adapt to the changing demands of education in a globalised and integrated world. Increased school autonomy and localised decision making has required a rethink of school leadership roles and responsibilities (Barber, Whelan, and Clark, 2010). Research undertaken in the Commonwealth and by the Organisation for Economic Cooperation and Development (OECD) suggests that effective leadership in schools contributes to improved student learning, facilitates education reform and links schools into their broader context and environment (Schleicher, 2012; Moorosi and Bush, 2011; Pont et al, 2008b).

This growing emphasis on leadership development in schools responds to trends such as decentralisation and growing school autonomy, an increasing emphasis on results-based management, accounting and reporting on outcomes and performance, increased choice for parents in selecting schools and a renewed focus on teaching and learning in a more technologically connected world. Changing school contexts require different leadership skills and abilities to ensure quality education outcomes. These need to be located within schools as institutions, but also across the education system, linking into schools and districts (Pont, Nusche, and Hopkins, 2008a).

Research shows that increasing attention is being paid to leadership development in organisations in general (Petrie, 2011; Barber, Whelan and Clark, 2010). Leadership development is a focus of business, government and education, health and social service institutions concerned with improving service delivery and ensuring quality outcomes. In the business and government sectors, in particular, leadership development is often tied into performance management systems and career-pathing.

Research into whole school development has shown that effective leadership is an important variable in building successful learning schools. Given the expanded role of principals as a consequence of devolution as well as the increasing complexity of school contexts, leadership preparation and development had become a priority focus of many
education systems. Research demonstrates that leadership preparation, induction and on-site learning contribute to improved knowledge, confidence, people skills, problem-solving and ability to influence (Bush, 2008; Pont et al. 2008b).

1.3 Conclusion

The introduction outlines the background, methodology and basic definitions used for this study. Section 2 outlines global practices in the area of school leadership and leadership development. Section 3 explores South African policy and practice and in particular focuses on the research findings and contextualised leadership competencies. Section 4 proposes a leadership development framework for MGSLG and the GDE, mapping out broad competency areas, performance requirements and possibilities for training and development.

In this section, the background and methodology were defined. A combination of methodologies was used to explore leadership development and leadership development frameworks globally and in South Africa. The methodologies included a literature review, benchmarking, interviews and a survey.

School leadership in this study is defined as the combination of knowledge, skills, attitudes and actions which enable effective learning to take place in schools. Leadership is distributed across principals, deputies and HoDs, who have formal authority, as well as those teams (district, governing bodies, teachers, parents) who support the learning process. School leadership practices cluster as follows: a) building vision and setting directions; b) understanding, working with and developing people; c) designing, managing and building the organisation; and, d) ensuring that teaching and learning takes place. These practices are underpinned by a set of personal and institutional values and ethics which enable leadership to respond appropriately to the contexts within which they work.

Leadership development frameworks enable a focus on the responsibilities, tasks and characteristics that support effective learning. Leadership development comprises a range of pre-service, in-service and informal interventions designed to build the knowledge, skills and attitudes of leadership in different socio-economic and school contexts. The primary purpose of such development is to improve work performance to ensure that improved learning outcomes are achieved. Such interventions are premised on the proven assumption that effective and distributed leadership leads to successful learning schools.

The development of leadership behaviour and practice is life-long, continuous and contextual. Content usually covers areas such as: instructional or pedagogical learning to support teaching and learning; working with teachers, people, governing bodies and stakeholders; work defining legal and regulatory frameworks; managing school resources (people, finances, systems and infrastructure); and administrative process. Methodologies range from individual to group learning, formal to informal processes, and regulated to open systems. Most leadership development interventions are action-oriented and directed towards changing practices and behaviours.
2. Global strategies and practices

This section explores and compares leadership development frameworks utilised in several different developed and developing country contexts. It examines the approach, the competency frameworks and the methodologies.

Most of the countries in the study have leadership development frameworks that have been developed by education departments (such as Ontario, Victoria, and Alberta) or linked specialised school leadership institutes, such as MGSLG. The most notable of these is the National College for School Leadership (NCSL) in England, which sees its main responsibility as the development and oversight of a coherent national training and development framework for heads, deputies, and others in school leadership positions and to offer them high-quality, practical, and professional support at all stages of their careers. In some cases, such as Scotland and Holland, professional bodies play a role in the development and oversight of standards. All of these frameworks work on the assumption that effective leadership is critical to ensuring effective learning in schools.

While there is quite a lot of variation in the frameworks, as well as the standards adopted and methodologies used, most seem to combine knowledge (what leaders need to understand), skills/competencies (what leader need to do) and attitudes (in terms of identifiable behaviour). Many of these frameworks have been adapted into standards that are used to:

- Define career paths and promotions routes;
- Identify professional development requirements and qualifications;
- Assess performance of leaders; and
- Manage succession and career-planning.

Although there is commonality, many of the frameworks have been developed and adapted over time in response to changing education needs in countries and globally. This situatedness of the framework in relation to the country and different school contexts seems to be an important factor in the success of the framework in building the appropriate capacity.

2.1 Leadership development frameworks

Leadership development frameworks are guidelines which enable education departments, development institutions, professional bodies, schools, and individuals to map out performance standards, career options, development strategies, and personal development plans. These were introduced as the policy of appointing good teachers into leadership positions without adequate support backfired. As school improvement research expanded, it became clear that leadership preparation and support contribute to successful schools in most contexts. Some leadership frameworks are prescribed as required qualifications for principalship, while others are recommended. In most countries, prospective principals
need to have a minimum of a teacher’s qualification, work experience and professional development courses. Sometimes a professional qualification is required such as the Advanced Diploma in South Africa, and the National Professional Qualification for Headship (NPQH) in England.

Most leadership development frameworks define the knowledge, skills and attitudes required by school leadership. In general, leadership development frameworks seem to map out the areas in which leadership is required in a school. Many of these are based on research into successful schools and school leaders, but are also linked to national policy and goals. The standards outlines in the frameworks are used for recruitment, to assess performance or to plan development programmes. The standards are usually developed by government or associated institutes as part of ensuring performance in schools. Only Holland has a professional body that develops and monitors standards for school leadership.

Although these standards vary from country to country, and sometimes even within countries that are decentralised, the broad areas covered seem to be generic. Leithwood et al (2006) note that “almost all successful leaders draw on the same repertoire of basic leadership practices” and “the ways in which leaders apply these leadership practices - not the practices themselves - demonstrate responsiveness to, rather than dictation by, the contexts in which they work”. While Table 1 provides a more detailed overview of programmes and practices, the generic leadership areas are discussed in detail in the following section.

2.1.1 Improving teaching and learning

A learner focus, and an orientation to improved learning and outcomes, is usually at the heart of many of the frameworks. The skills in this category point to creating productive working conditions for teachers, encouraging innovation in teaching and learning, and monitoring the quality of learning. The Knowledge is Power Program (KIPP) model, depicted in Figure 2, for example, locates the student at the centre of leadership activities. Specifically, research shows that leaders improve learning indirectly by influencing staff motivation, commitment and working conditions.
2.1.2 Developing the school as an organisation

Financial, systems and operational management are at the core of organisational leadership activities. This involves creating a space in which teachers can practise their profession, students can learn and parents can engage. This includes ensuring that all the systems and processes which support teaching and learning are working: budgets, human resource management and communication. School leadership demonstrates ability to manage human, financial and physical resources through sound management practices and organisational systems to achieve goals. This includes the ability to plan and hold others to account.

2.1.3 Understanding, working with and developing people and communities

Working with teachers, learners, parents and the broader community is an essential part of school leadership in order to build a safe and productive learning environment. Leadership is required to build the knowledge and skills that teachers and staff need to achieve school goals. This may include proving individual support, coaching, appraisal and other relevant support. In addition, leadership has to working with the school community (parents, learners and staff) and in the broader community. In addition, leaders need to foster respectful and purposeful relationships with governing bodies, district offices and school communities.
2.1.4 Securing accountability

Securing accountability is partly about responding to the challenges of results-based management and meeting the reporting requirements of education departments. However, it is also about ensuring that all members of the school take responsibility for their tasks and report accordingly on challenges and successes. Building a positive compliance culture in the sense of everyone doing their bit is an important part of this process.

2.1.5 Self-mastery

Effective school leaders have an ability to model important values and behaviours. These relate to personal core values and practice that impact on how leaders interact with others. Research suggests that open-minded people with a learning orientation are more successful in school contexts because they are flexible and responsive. They are committed, persistent, optimistic, and resilient.

2.1.6 Setting direction

Leaders build a vision of the future that is aligned to the values and culture of the school and its community. They are able to establish a shared purpose of developing learner potential amongst the school community, as well as a planning and organising how the vision is to be achieved. This means developing a unique school culture and building partnerships and networks. In addition, school leadership need to lead innovation and change in the school process.
Box 1: NCSL Leadership Development Framework

The NCSL Framework outlines the NCSL’s plans for leadership development provision. In the Framework, the college describes a view that such provision which is premised on a belief that schools should be supported in developing leaders at all levels (distributed leadership). It identifies five stages of school leadership, around which the NCSL will plan its provision. Each of these stages provides a range of short courses and qualifications. These five stages are:

**Emergent Leadership:** This recognises that school leadership begins much earlier than at deputy or assistant headship. Emergent leaders are those teachers who have begun to take on leadership and management roles and may aspire to headship. Emergent leaders may manage a team, co-ordinate the work of a group of teachers in a single subject area or have pastoral or special needs responsibilities. Courses include:
- *Equal Access to Promotion:* This is aimed at black and minority ethnic teachers. It is delivered in partnership with the National Union of Teachers.
- *Women in Leadership and Management:* This is designed to support women in undertaking leadership roles in schools. It seeks to support women teachers through a range of activities delivered across the country.
- *Leading from The Middle:* This area of programme activity is designed for subject and specialist leaders and will include a number of different elements which will be widely available throughout the country.

**Established Leadership:** This stage takes into account assistant and deputy headteachers who do not intend to pursue headship. The college is committed to offer assistant and deputy heads opportunities to rejuvenate, enhance their skills and to increase levels of motivation.

**Entry to Headship:** This stage includes those who are in stages of preparation for headship and new head teachers who are looking to undertake an induction process.
- *The National Professional Qualification for Headship (NPQH)* is a qualification for aspiring head teachers and is the benchmark for entry to headship. It offers professional training which is focused on the candidates’ development needs, and is underpinned by the National Standards for Head teachers. While the college is responsible for the overall management of this programme and for quality assurance, the programme is offered throughout the country, through a range of providers.

**Advanced Leadership:** Advanced leadership provision is aimed at head teachers with four or more years of experience.
- *The Leadership Programme for Serving Headteachers* is designed to provide experienced, serving headteachers with the opportunity to focus on how their leadership influences standards in schools. It allows head teachers to focus on their personal development as well as offering a perspective on staff development needs and target setting to raise pupil achievement.

**Consultant Leadership:** This stage recognises that experienced head teachers have a great deal to offer the profession as a whole. *Networked Learning Communities* is a large-scale programme which will seek to support the development of a sustainable school-to-school network.

2.1.7 Other leadership issues identified

In addition to these broad areas, it would seem that distributed leadership is effective in improving learning in schools, although some forms of distribution are better than others. Principals play a critical role in influencing positive or negative outcomes, even if leadership is distributed. The principal is no less influential when leadership is distributed. Successful school leaders develop networks and share tasks. Distributed leadership (which is sometimes regulated) enables a wider range of school leadership to play a role in school development and improvement:
- *School management* in the form of principals and deputies can play an important leadership role. In secondary education in France, the school leader is supported
by a leadership team that includes one or several deputy principals, an
administrative manager and one or more educational counsellors.

- **Teacher leaders** also assume a formal role and responsibilities for managing and
leading in schools. New Zealand has heads of department as curriculum leaders, as
well as teachers who manages grades. In Spain, teachers with a reduced workload
assume the role of leadership assistants to free school leaders from some
administrative tasks.

- **Governing bodies** also play an important role in distributing school leadership. This
may vary from a high degree of responsibility, to advisory roles, to delegated
responsibilities from local authorities.

Finally, a new area of leadership that seems to be emerging is that of system leadership
(Pont et al, 2008a). System leadership is the role school principals and teams play in
building and developing other schools in education systems in which schools have more
autonomy, leadership more accountability and schools are more interconnected.

*One of school leaders’ new roles is increasingly to work with other schools and other
school leaders, collaborating and developing relationships of interdependence and
trust. System leaders, as they are being called, care about and work for the success of
other schools as well as their own. Crucially they are willing to shoulder system
leadership roles because they believe that in order to change the larger system you
have to engage with it in a meaningful way (Pont et al, 2008a, p. 14).*

### 2.2 Development methodologies and strategies

There is a broad range of training and development methodologies offered in school
leadership (see Figure 4). These form part of a continuum of programmes that range from
pre-service to in-service, offered by local authorities, government departments,
institutes, professional bodies and universities, or combinations. The programmes form
part of continuing professional development (including the accumulation of profession
development points) and sometimes lead to formal (and mandated) qualifications. In many
cases, these various programmes are related to step in a leadership career path and are
linked by the leadership development framework in operation.

#### 2.2.1 Types of training provided

- **Initial training**

  Many countries offer leadership preparation courses offered in partnership with
universities, local municipalities or other providers that lead to a university degree or
specialised qualification. These types of programmes sometimes form part of a pre-
selection or pooling process. There is some debate about whether initial training should be
mandatory and those is support see it as a way professionalising school leadership. A
similar trend is emerging in public management more generally, where certain courses are
conditions for appointment or promotion into leadership positions. It can also help to align
programs with national goals and priorities. Those against say that mandatory training
often does not encourage flexibility and innovation, that such development is more
effective when initiated by the individual and not imposed by legislation, and that local
and regional authorities, rather than national authorities, may be better placed to
determine the training needs of school leaders.
Figure 4: Types of training provided

<table>
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<tr>
<th></th>
<th>Australia</th>
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<th>Belgium (Flemish)</th>
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<td>In-service</td>
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1. Belgium (Flemish): Only community schools.
Source: Updated from Pinn, Nusche and Moorman, 2008.

- **Induction programmes**
  Many countries provide leadership training for newly appointed school leaders but most are optional. The extent of take up depends on what leadership frameworks are in place, the extent to which departments encourage leaders to use induction opportunities and the way in which professional development is structured. Induction programmes help to shape initial school-leadership practices and build networks through which the leaders can share their concerns. They provide a combination of leadership knowledge, practical application and self-study. In the United States, more than half of the 50 states now require that new school leaders receive some form of induction support. In Australia and Hungary, local authorities organise induction to introduce school leaders to their work. In Kenya, these take place over two weeks but often after principals have been dumped into the work.

- **In-service training**
  In-service training responds to specific needs and allows principals to situate generic leadership knowledge and skills. School leaders and leadership teams should be required to continually update their skills and/or share new practices. Many countries, including Australia, Austria, England, New Zealand, Slovenia and Sweden, provide systematic in-service training programs for school leaders. Some, such as Finland, stipulate a minimum annual requirement for development training. In Scotland requires school leaders and teachers to participate in an additional 35 hours of training per year and record of their activities. In-service training covers a range of different aspects of school leadership but can also focus on new national requirements. Countries offer course-based training, group training, self-study and other arrangements. Professional networks can also be used to develop school leaders and leadership teams informally. In Australia, England, New Zealand and Northern Ireland, for example, virtual networks help school leaders to share best practices.
2.2.2 Development methodologies

A wide range of development methodologies are utilised from individualised programmes which include mentoring and coaching to more formalised education that leads to qualifications. Most leadership development programme use principles related to adult learning and focus on application and active learning. Many of the strategies for leadership development are derived from business development strategies or those used at management schools. It seems that a combination of formal education and continuous professional development are utilised in most countries.

The methodology selected for development programme seems to be adapted to the country context and the level of engagement - novice, able, proficient and excellent. For example, many of the programmes for novices seem to use a combination of group and individual learning with high levels of action learning, application and some individual mentoring. As leaders become more practised, development experiences seem to be individually-tailored and focused on enhancing skills and sharing knowledge and experience.

Bush (2008) notes that a number of different individualised learning approaches are used the most common involving facilitation and formal course learning. Facilitation is effective where the facilitators have specific knowledge and experience of the contexts in which participants work. The challenge with individual approaches is that it does not focus on overall team or organisational development and leaves much of the process to the individual as a learner. Many individual approaches form part of career-planning processes and are linked into performance management and development systems. Often there is a tendency to focus on gaps in leadership practices, rather than build on strengths. Little attention is paid to the space within which new skills are practised and the extent to which it enables application.

The individual approaches most commonly used are coaching, mentoring, consulting and e-learning (Bush, 2008). Mentoring is a process where a usually more experienced mentor provides individual guidance, support and challenge to a new or prospective leader. Sometimes peer-to-peer mentoring takes place. Singapore has ‘steward’ mentors who support prospective heads on work placements. The ACE uses network mentors. Coaching, in contrast to mentoring, is focused on performance-enhancing skills development. It has become an effective management development tool across all sectors. The NCSL includes consultant leadership in its leadership framework and encourages experienced consultant school leaders to take a role in facilitating the learning of other leaders. Personalised programmes facilitated through e-learning, or blended learning, which combines contact sessions with individualised e-learning support, also enables individualised development programmes.

Group learning methods include action learning, syndicate work site visits, residential and off-site learning sessions, simulations, structured networks and CoPs. Action learning involves working on real leadership problems or challenges in schools. It implies a research orientation to the learning process and resolving real problems through practice and action. Simulations work similarly to confront learners with common challenges and enable them to apply learning in a simulated environment. Residential programme create
a shared experience and enable the development of an ‘esprit de corps’ in a group as well as the establishment of support networks for continuous learning. Structured networks or cluster also enable learning by ensuring group interaction and learning. Finally, CoPs are groups of people with a common interest in a domain or knowledge and the related practice. A domain of knowledge creates common ground, but it is the focus on practice which binds the community.

2.2.3 Online and blended learning

Online or e-learning refers to the use of information and communication technology (ICT) in education. It involves a range of technologies and processes, including audio, video, animation, satellite, CD-ROM, web-based platforms, computer-based learning, intranet/extranet and mobile platforms. E-learning can occur in or out of the traditional classroom. E-learning can be self-paced and asynchronous or it can be instructor-led and synchronous, happening in real time.

E-learning is very well-suited to distance learning, can allow for a flexible learning environment, and is often chosen because of this flexibility, the extent to which it can easily be customised, as well as because of its cost advantages. E-learning can also be used along with face-to-face teaching, in which case the term blended learning is used.

Blended learning is emerging as an innovation that harnesses the advantages of online learning and the benefits of the traditional classroom. It is an integration of online and face-to-face delivery methods. While providing a new way of learning and teaching, allowing for a more economical form of teaching and learning and creating digital learners through the on-going use of technology and communication, the emphasis is on improving project-based learning and the teaching process and doing so in a planned, pedagogically-valuable manner.

In a blended model, online technology is used not only to supplement but also to transform and improve the learning process and it is intended to enhance the interaction among students, teachers and learning resources. Trends in the use of blended learning include:

- Most academic institutions use a course management system (CMS); learning management system (LMS); or collaboration and learning environment (CLE) application in order to connect with students online (Blackboard, Moodle, Sakai are all examples of this). These applications enable students to access online lectures, track their assignments and their progress, interact with teachers and fellow students, and review other support materials like PowerPoint presentations or articles.
- Other technologies used in blended learning include such as VoIP (Voice over Internet Protocol), interactive whiteboards, video, online multiple choice questions, online assessment tools, blogs, social media and broadcasting.
- Increasingly, academic institutions are using the “flipped” classroom, which is an adaptation of blended learning. In a traditional classroom, teachers use class time to lecture and then disseminate support materials, which students review at home in their own time. Similarly, assignments are done at home. In the flipped classroom method, teachers use online media to deliver notes, lectures and related
course materials and students review these materials at home and at their own pace. Classroom periods are then transformed into hands-on work periods where the teacher, who will have already delivered his or her lecture digitally, can field questions, engage in class-wide discussions or offer other types of support. This has the effect of reinforcing student-centred learning, allowing students to master content in an individual way.

However,

_to understand blended learning, it's crucial to understand what it's not:_ doing online worksheets, reading digital prompts or any other technology-related activity aren't examples of blended learning unless they allow a student some control over the pace and content of the instruction.

There have been many definitions of the types of blended learning being utilised today. The Christensen Institute, for example, has broken blended learning down into four categories: 1) rotation (students rotate on a fixed schedule or at the teacher’s discretion between learning modalities); 2) flex (content and instruction are delivered primarily by the Internet); 3) self-blend (students courses entirely online to supplement); or 4) enriched virtual (student divide time between school and remote online learning) (Christensen, Horn and Staker, 2013).

The benefits of blended learning include:

- Supplementing the curriculum by providing students with a range of additional materials and learning experiences;
- Course pace is individualised and delivered appropriately for each learner;
- Course content can be customised for each learner;
- Automated and instant data collection on individual students and classrooms allows for immediate feedback which can be addressed in the classroom;
- Cost-effective; and
- Peer-to-peer interaction, as well as learner-teacher interaction, can be encouraged through the curating of online discussion forums, online professional learning communities, and so on, as virtual adjuncts to the face-to-face learning and collaborative environment.

In the United States, the Bill and Melinda Gates Foundation offers blended learning grant money to secondary schools and it is clear from the American media that “innovative online/classroom teaching and learning is trending”, but the results of blended learning are not well-researched and there is little evidence to show positive impacts on learner results. The impact of the technologies of blended learning can be judged to have a positive impact when they increase efficiency and drive down cost, improve productivity and the quality of output, and drive innovation and the development of new knowledge. Furthermore, an impact on practitioner competencies may prove to be as important as an impact on learner results.

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4 ibid
A case study from the South African healthcare system is illuminating in this regard. Rowe, Frantz and Bozalek (2012) undertook a systematic review of the role of blended learning in the clinical education of healthcare students in South Africa. They concluded that:

*There is limited research available on the appropriate use of technology-enhanced learning environments as part of a blended approach to the clinical education of healthcare students. However, in the small number of studies that looked at the development of students’ clinical competencies as a result of implementing a blended strategy, there were clear improvements. These did not always manifest in better grades but did address clinical competencies that were highlighted as being important for the development of practice knowledge, including improved reflective skills and clinical competencies, clinical reasoning and bridging of the gap between theory and practice. The results of this review indicate that there are practical benefits to exploring the use of blended learning in clinical education among healthcare students.*

While it is true that generalising across domains of knowledge is difficult and the successful implementation of blended learning in one arena does not entail that it will work in another, it is worth noting that they emphasise that today’s healthcare graduates should not only have technical skills and subject knowledge but also a range of other competencies.

*If the development of these competencies is to be effective, clinical education needs to facilitate on-going reflective practice which could be used by students who become health professionals for their on-going lifelong learning.*

It is their conclusion that “blended learning has potential to enhance the development of a range of clinical competencies among healthcare students”.

### 2.3 Conclusion

Most of the countries studied have leadership development frameworks that have been developed by government departments or linked institutes. In some cases, professional bodies have played a role. All of these frameworks work on the assumption that effective leadership is critical to ensuring effective learning in schools. While there is quite a lot of variation in the frameworks, most apply a combination of knowledge (what leaders need to understand), skills (usually in the form of competencies) and attitudes (in terms of identifiable behaviour). Generic content areas or leadership domains include pedagogical leadership, organisational leadership, shaping the future, accountability, self-mastery and relationship-building. Many of these frameworks have been adapted into standards that are used to: define career paths and promotions routes; identify professional development requirements and qualifications; assess performance and manage succession and career-planning. Although there is commonality in content, many of the frameworks have been developed and adapted over time in response to changing education needs in countries and globally.

Frameworks define knowledge, skills and attitudes linked to profiles or proficiency levels. They identify layers of practice (knowledge and understanding; values and commitments; and abilities and competencies) and levels of engagement (novice, able, proficient and excellent). HoDs, deputies, heads and business managers all need slightly different skills.

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6 [http://repository.uwc.ac.za/xmlui/bitstream/handle/10566/308/RoweBlendedLearning2012.pdf?sequence=3](http://repository.uwc.ac.za/xmlui/bitstream/handle/10566/308/RoweBlendedLearning2012.pdf?sequence=3)
7 ibid
8 ibid
sets as well as team building. Programmes are offered on a continuum from pre-service to in-service by providers from government institutes to professional bodies to universities. A range of types of programmes from continuing professional development to formal qualifications related to career paths and performance outcomes are provided using a wide range of different group and individual learning strategies.

School leadership is perceived as distributed actions that result in improved learning. Leadership development is defined as interventions that enhance the knowledge, skills and attitudes of leaders, and most importantly, improve workplace performance and outcomes. In these contexts, leadership development is understood as a range of pre-service, in-service and informal interventions designed to build the knowledge, skills and attitudes of leadership in different socio-economic and school contexts. The primary purpose of such development is to improve work performance to ensure that improved learning outcomes are achieved. Such interventions are premised on the proven assumption that effective and distributed leadership leads to successful learning schools (Leithwood, Day, Sammons, Harris and Hopkins, 2006; Bush, 2008).

The development of leadership behaviour and practice is life-long, continuous and contextual. Bush (2008) and Pont et al (2008b) explore in some details the context and methodologies for leadership development in schools. Content usually covers areas such as: instructional or pedagogical learning to support teaching and learning; working with teachers, people, governing bodies and stakeholders; work defining legal and regulatory frameworks; managing school resources (people, finances, systems and infrastructure); and administrative process. Methodologies range from individual to group learning, formal to informal processes, and regulated to open systems. Most leadership development interventions are action-oriented and directed towards changing practices and behaviours.
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<th>Country</th>
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<tbody>
<tr>
<td>America</td>
<td>All</td>
<td>The Interstate School Leaders Licensure Consortium formed in 1994 to improve the quality of school leadership. It developed a set of profession-wide school leadership standards to shift preparation and practice towards leadership and improved student learning. The Denver School Leadership Framework comprises standards and competencies for culture and equity, human resource, strategy, instructional, organisational and community leadership.</td>
<td>• A full range of leadership development strategies from induction to in-service to formal postgraduate degree programmes. • Leadership frameworks and standards define competency areas and development strategies.</td>
<td>Diverse providers</td>
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<tr>
<td>Australia</td>
<td>Leadership of school rather than at schools</td>
<td>The National Professional Standard for Principals is based on three requirements for leadership: vision and values; knowledge and comprehension; and personal qualities, social and communication skills. These are made manifest in five areas of professional practice: • Leading teaching and learning processes. • Developing self and others. • Leading improvement, innovation and change. • Leading school management. • Engaging and working with the community.</td>
<td>The Australian Institute for Teaching and School Leadership was created in 2010 to promote excellence in the teaching and school leadership profession. A public, independent institution supported by the Ministry of Education, its role is to develop and maintain national professional standards for teaching and school leadership, implement an agreed system of national accreditation of teachers based on those standards, and foster high-quality professional development for teachers and school leaders.</td>
<td>Diverse institutions</td>
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<td>Australia (Victoria)</td>
<td>Principals, deputies and teachers</td>
<td>Idea of distributed leadership and a wider group taking responsibility of school leadership. • Five domains of leadership relating to areas of leadership practice: technical, human, cultural, educational and symbolic. • Each area has defined knowledge, skills and disposition capabilities required. • Profiles or proficiency levels are developed.</td>
<td>• Dreyfus model of skill acquisition assumes that there are five stages of professional development: novice, advanced beginner, professional, proficient professional and expert. • Performance development reviews linked to development of plans for improving professional practice. • Also includes coaching, leadership development programmes, induction and succession planning</td>
<td>In-service and at universities.</td>
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<td>Canada (Ontario)</td>
<td>From aspiring to in-service</td>
<td>The Ontario Leadership Framework includes two aspects. The leader practices and competencies includes: • Setting direction • Building relationships and developing people • Developing the organisation</td>
<td>The Ontario Institute for Education Leadership (IEL) is a virtual organisation which is made up of representatives from Ontario's principals' and supervisory officers' associations, councils of directors of education, and the Ministry of</td>
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</table>
| England | Aspiring and in-service heads | The NCSL produced a revised set of National Standards for Headteachers based on a review of leadership learning that led to an increase in emphasis on principals’ experiences. The framework includes:  
  - Shaping the future (strategically)  
  - Leading learning and teaching  
  - Developing self and others  
  - Managing the school  
  - Securing accountability  
  - Strengthening community  
  Also have a National Professional Qualification for Headship (NPQH). | The National College for School Leadership (NCSL) has responsibility for the leadership development and certification of middle level leaders, aspiring and serving heads. Professional courses and the National Professional Qualification for Headship (NPQH) are offered in partnership with universities and other institutions. | Can take courses anywhere as long as recognised as by the NCSL or accredited as part of NPQH. |
| Holland | Aspiring and in-service teachers. | The Dutch Principal Academy (DPA) is an independent, professional body for leaders in primary education established by government to promote access to optional preparatory and on-going professional development for school leaders.  
  - The Professional Standard for Educational Leaders in Primary Education has teaching and learning at its centre and identifies eight areas of competence.  
  - The purpose of the Standard is to provide a framework to guide professional learning and certification. | Developed in consultation with the profession.  
  - The DPA provides a clearinghouse of professional development programs for school leaders, which must demonstrate that they are aligned with the Standard.  
  - System is devolved and the DPA Professional Development Framework guides principal to meet the standard. Re-registration is dependent on evidence of taking a specified number of hours of professional development. | Outsourced to a range of institutions – onsite and away. Agency accredits courses and providers. |
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<tr>
<th>Country</th>
<th>Who</th>
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<th>How</th>
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| Kenya        | In-service leadership only         | Requirements defined by Teachers’ Service Commission (TSC) charged with employment of teachers in Kenya. Includes:  
  • being the accounting officer of the school  
  • interpreting and implementing policy decisions pertaining to training  
  • overall organisation, coordination and supervision of activities in the institution  
  • maintaining high training and learning standards | • Kenya Education Staff Institute (KESI) offers in-service training in school management during April or August holidays for two weeks.  
• Kenya National Union of Teachers organises courses on the role of a principal in case of a strike by teachers.  
• Kenya Secondary Schools Headteachers Association organises annual conferences at district, provincial and national levels. | At KESI or district |
| New Zealand  | First time principals             | First Time Principals Programme involves three residential courses, two half-day school visits by mentors, e-community support and online learning. Focuses on:  
  • Vision and Leadership  
  • Striving for Excellence  
  • Self-Efficacy | • First-Time Principals Programme neither compulsory nor condition of appointment.  
• Developed by Massey and Waikato Universities and delivered by the University of Auckland. | Residential, school based and online learning. |
| Scotland     | Teachers                           | Continuing Professional Development for Educational Leaders is based on the notion of professional progression in education leadership. Leadership is defining future, agreeing on a vision and inspiring others to achieve it. Professional Standard outlines:  
  • Professional values and commitments, knowledge and understanding, abilities  
  • Project, team, school and strategic leadership defined  
  • Actions as teaching and learning, people, policy and planning and resources  
  • The Standard is advisory to guide the leadership development, assessment and certification of principals.  
• One route is through the Scottish Qualification for Headship (SQH) that is a pre-requisite to being eligible for headship. | • Teachers can take these courses as part of a professional development programme regardless of formal role in the schools system.  
• There are clearly defined competencies for each type of leadership - project, team, school and strategic.  
• These are outlined in terms of commitments and abilities, and then actions in relation to teaching and learning, people, policy and resources.  
• The SQH can be accessed through standard and accelerated routes and university-led consortia. | Open market where some are highly regarded like the Edinburgh Authority Induction which provides support over the first five years. Work-based – that is at schools. |
3. South African policy and practice

This section maps South Africa’s approach to school leadership and management development to date. Most of the focus has been on management development in the past, with a more recent focus on leadership. However, the leadership roles and responsibilities of principals, deputies and heads of department are not clearly defined or understood. Development strategies have been *ad hoc* with the exception of the Advanced Certificate in Education (ACE): School Management and Leadership. The more recent Minimum Requirements for Teacher Education Qualifications proposes a Diploma. In addition, the results of the interviews and survey research are also reported in relation to the overall frameworks provided by South African practice.

The approach to school leadership and management in South Africa to some extent echoes trends outlined in Section 2. Although South Africa, like many other African countries, has not developed regulated approaches to school leadership as yet, the provisions of White Papers 1 and 2 (DoE, 1994 and 1996a), the National Education Policy Act (NEPA) and the South African Schools Act (SASA, 1996) (DoE, 1996b/c), as well as provincial legislation, has created a framework for a school-based system of management within a centralised policy system. The central features are a core curriculum and assessment, norms and standards for funding (DoE, 1998) and quality assurance to ensure redress and improved access to quality schooling for all.

Education delivery is devolved as a concurrent power to provincial (and, in practice, district) levels. With the establishment of school governing bodies (SGBs), and with a majority of South African schools holding one or more Section 21 powers (SASA,1996c), substantial decision-making authority and responsibility has moved to the school level, with an expectation of support from provincial and district offices. These policies suggest the need for an adjusted set of knowledge, skills and competencies for school leadership, away from the bureaucratic post-box orientation of the apartheid system, towards a more active, engaged role in securing developmental outcomes and accounting upwards to government and outwards to governing bodies. These suggest the importance of: working in school teams; democratic and developmental school governance; stakeholder engagement; institutional leadership and management and whole school and learner outcomes.

3.1 South African policy and legislative frameworks

A review of the structures and processes established for governance and management in education suggest a number of system tensions between, for example, politics and management, inclusion and diversity, and centralisation and decentralisation (Mc Lennan, 2000). A split between policy development and implementation is replicated across the system - the national department develops policy which the provincial departments implement, and at school level, SGBs develop and monitor school policy that school management implements. Policy-making and a range of functions related to norms and
standards and conditions of services are centralised under the authority of the National Department which is removed from schools.

Within this framework, schools and SGBs have a wide-ranging set of responsibilities ranging across school development, curriculum decision making, appointing teachings, finances, infrastructure and discipline. Most schools in South Africa had very limited self-management or governance experience. Many of the district or circuit level offices which would provide much needed support also lacked experience and capacity (Mc Lennan, 2000). Local level educational offices had traditionally served as post-boxes for passing on information or as inspectorates. As a policy, the Schools Act was consistent with major education policy shifts internationally, which had also moved increasingly to local school management. The framework was, therefore, a curious blend of international trends implemented to deal with South African specific needs. There is, however, no direct evidence to support the assumption that the decentralisation of power and authority necessarily improves quality development at the school level (Lauglo and McLean, 1985). Leadership seems to be the critical factor.

It was recognised early on that a school-based system requires skilled leadership and management to ensure improved outcomes. A Task Team on Education Management Development was established by the Minister of Education in 1996 to make proposals for a national strategy for education management development in South Africa. Its report, Changing Management to Manage Change in Education (DoE, December 1996), recommends the establishment of an Institute to develop and support education management and leadership in the country and focused on a skill set as outlined in Table 1. The Task Team assumed that leadership and management were difficult to separate in practice and therefore did not distinguish between these in the proposed management development frameworks for different levels in the system. Subsequently, the Minister of Education appointed an Interim Unit on Education Management Development to continue the practical work of the Task Team, and to assist in the preparation of SGB capacity development. The Interim Unit also produced a draft policy statement on education management development. Further work was undertaken by a small Education Management Development Task Force, to design an education management development (EMD) programme and to finalise proposals for the establishment of a national Education Management Development Institute (EMDI).

The Department of Education decided to build education management capacity from within the department rather than establish an EMDI. During 1998, a directorate for Education Management and Governance Development was formed in the Chief Directorate for Education Human Resource Development and Equity. This unit led the development of a Draft Policy Framework on Education Management Development in 2003/4. The framework built off the previous initiatives in suggesting a mechanism for improving school leadership and governance. Most notably, the framework identifies the purposes of management and leadership as:

- Achieving the objectives of the school, institution or education system;
- Improving performance at equivalent or lower cost; using resources and information to best effect;
- Sustaining the ability to learn and adapt; and
Creating conditions for redress leading to ultimate equity, but in an environment where diversity is celebrated.

### Table 2: Proposed components of education management and leadership

<table>
<thead>
<tr>
<th>Component</th>
<th>Description</th>
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<tbody>
<tr>
<td>Strategic direction</td>
<td>Building the capacity to set the course for schools, institutions, and various levels of the education service, within the context of agreed values and principles which will guide them.</td>
</tr>
<tr>
<td>Transformation</td>
<td>Building the capacity of the individual manager to take on leadership roles and work within a rapidly changing system and environment to best achieve organisational success while reflecting the key elements of that national and institutional transformational agenda.</td>
</tr>
<tr>
<td>Organisational structures and systems</td>
<td>Building the capacity to develop and deliver quality education services through effective structures and procedures.</td>
</tr>
<tr>
<td>Human resources</td>
<td>Building people capacity at all levels of the education service, whether they are managerial, technical, professional or support staff.</td>
</tr>
<tr>
<td>Infrastructural and other resources</td>
<td>Developing the basic infrastructure for decision-making, and providing appropriate technical, financial and material backup.</td>
</tr>
<tr>
<td>Networking, partnerships and communication</td>
<td>Linking institutions, people, resources and interest groups inside and outside South Africa in a variety of practical, focused ways, and improving levels of communication.</td>
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</table>

Table 2 lists the key standards of effective education management and leadership which are defined in greater detail in the draft framework. The intention was to use the framework to define a National Education Management Programme with a defined programme of action. A subsequent Draft Document of a South African Standard for Principalship (2005) identified principals as responsible for:

- Leading and managing the learning school;
- Shaping the direction and development of the school;
- Assuring quality and securing accountability;
- Developing and empowering self and others;
- Managing the school as an organisation; and
- Working with and for the community.

The Gauteng Department of Education (GDE), however, chose a different route and established the MGSLG as a not-for-profit Section 21 company in 2002. In 2007, MGSLG became an accredited HEI. The school’s aims are to: provide a central hub for the continuous professional growth of education leaders and governors; design and present cutting edge school leadership, governance and management training programmes; and focus on improving practice through research. The school works within the frameworks and regulations defined by the Department of Basic Education and the Gauteng Department of Education.

The terms and conditions of appointment for educators, deputies and principals are outlined in the Employment of Educators Act and its corresponding Personnel Administration Measures (PAM). These are similar, although slightly amended, to the competencies identified in the draft Standards for Principals. Annexure A of the Occupation Specific Dispensation (OSD) negotiated and agreed in the Education labour Relations Council (ELRC) in 2007 reinforces these six broad areas (see Table 2). Christie
(2010) notes that many of these are management rather than leadership standards. These are used as basic guidelines for various performance management and whole school evaluation processes.

### Table 3: Competencies and performance standards for school leadership

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Competencies required</th>
<th>Performance standards</th>
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</table>
| Head of Department | - 4 year diploma/degree/SACE  
- 5 years teaching experience  
- Teaching  
- Extra-and co-curricular  
- People management  
- Administrative  
- Communication |  
- Engage in class teaching  
- Be responsible for the effective functioning of the Department  
- Supervision of educators  
- Organise relevant/related extracurricular activities |
| Deputy | - 4 year diploma/degree/SACE, ACE  
- Comprehensive understanding of the curriculum  
- Sound knowledge of the legislative and policy framework  
- Understanding of the opportunities and challenges of leading and managing a South African school  
- Ability to sustain a child-friendly environment  
- Ability to implement creative problem-solving strategies  
- Ability to identify, collect and use data and evidence to inform planning  
- Understanding of management of staff  
- Ability to work as part of a team  
- Ability to mentor the subject/learning area heads of department  
- Strong administrative skills  
- Ability to work closely and positively with the local community |  
- Leading and managing the learning school:  
  - Curriculum management  
  - Promoting ICTs in learning  
  - HR support and management  
- Managing quality and ensuring accountability:  
  - Quality assurance of learning  
  - Staff appraisal  
- Developing and empowering self and others:  
  - Staff development  
  - School community development  
- Managing the school as an organisation:  
  - General institutional management  
  - Manage information  
  - Network and represent the school  
- Working with and for the community:  
  - School governing body  
  - Community networking and partnership |
| Principal | - 4 year diploma/degree/SACE, ACE  
- Comprehensive understanding of the curriculum  
- Ability to manage resources (including finance)  
- Detailed knowledge of the legislative and policy framework and implement the principles of Batho Pele  
- Understanding of the opportunities and challenges of leading and managing a South African school  
- Ability to create and sustain a school environment that is child-friendly  
- Ability to identify, collect and use data and evidence to inform planning  
- Strong time management and administrative skills  
- The ability to lead and inspire by example and through dedication, commitment and honesty  
- Strong personnel management skills  
- Ability to work closely with and for the local community |  
- Leading and managing the learning school:  
  - Curriculum management  
  - Promoting ICTs in learning  
  - HR support and management  
- Shaping the direction of the school:  
  - School development /improvement planning  
  - Evidence-based planning  
- Managing quality and ensuring accountability:  
  - Quality assurance of the learning environment  
  - Assessment and appraisal practices  
- Developing and empowering self and others:  
  - Staff development  
  - School community development  
- Managing the school as an organisation:  
  - Financial management  
  - Manage information  
  - Network and represent the school  
- Working with and for the community:  
  - School governing body  
  - Community networking and partnership |

Source: Adapted from OSD, 2007 and Employment of Educators Act, 1998
An ACE in Education Management and Leadership was piloted in 2006/7 and then rolled out the Department of Education. The purpose of the ACE (DoE, 2008a) is to:

empower/enable educators to develop the skills, knowledge, and values needed to lead and manage schools effectively and to contribute to improving the delivery of education across the school system taking into account the diversity of school types and contexts.

In addition to strengthening the professional role of principalship, the programme aims to enables schools to provide quality teaching and learning that responds to the context and needs of learners. The following key outcomes for the programme echo those defined in the Draft Policy Framework and Standard for Principalship:

- Lead and manage people
- Manage organisational systems and physical and financial resources
- Manage policy, planning, school development and governance
- Manage teaching and learning
- Demonstrate effective language skills in school leadership and management

The ACE, operating as a national programme, does however seem to have been successful in improving the confidence and skills of principals, and also of establishing support networks (van der Westhuizen and van Vuuren, 2007; Msila and Mtshali, 2013; Moloi, 2007; Mestry and Singh 2007; Kiggundu and Moorosi, 2012; Bush and Heystek, 2006). However, many principals still struggle to deal with poor resources, an absence of the culture of teaching and learning, and school communities which, even if they are willing to make a contribution, are themselves the victims of a poor education, unemployment and general poverty. School teams operate in very different and unequal school contexts which have a major impact on leadership work and what it means to lead and manage schools in relevant and appropriate ways. Often school leadership prioritises management compliance and control as it is easier to measure and provide evidence.

The Minimum Requirements for Teacher Education Qualifications proposes a management/leadership career path that builds off basic teacher qualifications, in which aspiring principals acquire an Advanced Diploma in School Leadership and Management followed by a Postgraduate Diploma in School Leadership or System Management. The Minimum Qualification also specifies formal, qualification-based Continuing Professional Development (CPD) learning programmes. These are intended to keep teachers updated with current professional practice and to provide opportunities to strengthen or supplement existing knowledge, or develop new specialisations and interests and, in general, improve their capacity to engage with, support and assist other educators, as well as support staff, learners and parents. The Advanced and Postgraduate Diplomas fall into this professional category. The specifications are spelt out for the qualifications but not the content. This is likely to be similar to the broad competencies spelt out in the OSD and recently updated in draft form as part of the Education Management Service (EMS) PMDS to assist with performance management of principals and deputy principals by the Department of Basic Education (DBE, 2011).
The most recent leadership competencies mapped out in the draft PMDS include:

- Leading the learning school (curriculum management, teaching, promoting ICT and human resource support)
- Shaping the direction and development of the school (school development and improvement planning, evidence-based planning)
- Managing quality and securing accountability (quality assurance, appraisal practice and learner assessment)
- Developing and empowering self and others and wellness of staff (staff development and development of the immediate school community)
- Managing the school as an organisation (financial, information and general institutional management)
- Working with and for the immediate school community and well as the broader community (partnership and networks)
- Managing human resources (staff) in the school (staff establishment, conditions of service and labour related matters)
- Management and advocacy of extra-mural activities

3.2 School leadership and management in practice

The interviews and survey demonstrate that most of the interviewees and school leaders have a similar understanding of the leadership and management challenges of working in schools. These to a large extent echo those evident in the global strategy and practice review but are more contextualised.

3.2.1 Defining school leadership

The interview results suggest that the competencies associated with school leadership in South Africa echo those identified in the review of global practice. These are, however, mediated by the different school contexts and the challenges posed by structural inequality and poverty which continue to challenge efforts to improve the quality of learning in different school contexts. In this regard, Clarke commented that the needs of a principal depend on context but emphasised that a principal needs the confidence to act. Grant added that principals need “courage”. The GIBS focus group spoke about the importance of ownership, “leadership taking responsibility for what happens, good and bad”, while Prew said a principal needs a “sense of humour”.

Not all respondents were enthusiastic about the notion of competencies for school leaders, though. Christie said that she is:

... not a fan of competency approaches as complex tasks can’t be listed out in this sort of way and can’t be willed into place; there are many different practices that can result in good leadership and management and there is not a template for this. It would be better to strengthen principals to meet the performance targets that they have participated in developing rather than finding a set of competencies that has no direct relationship to the monitoring and evaluation tools they have to work with in assessing their own staff and their own work.

She suggested that the ELRC’s set of competencies should be utilised - “work with what we have got and go deep”.
Managing the organisation, operations and resources

Some respondents suggested that effective school leadership required good management competency. This suggests that a competent principal must be a good manager and exhibit core management practices in his or her work. Schreiner (2013), for example, listed 12 management practices core to the role of a principal:

- Regular monitoring of school development plan implementation
- On-going monitoring of aligned assessment plan implementation
- On-going monitoring of teaching plan coverage
- Analysis of learner performance for remediation
- Monitoring of aligned curriculum framework and planned activities
- Monitoring of class timetable implementation
- Conducting of class visits by SMT
- Managing of educator and learner attendance
- Regular and effective staff, SMT and SGB meetings
- Continuous recognition and development of staff
- Tracking of LTSM delivery
- Up-to-date records (financial, learner, assets and good housekeeping, etc.)

Similarly, Vilakazi (2013) emphasised the “routines” that principals must learn to manage:

Managing the curriculum process is technical and a skill that a school leader can and must acquire ... the key thing is the technical, factory management that principals need to master. Technical knowledge among school leaders is low and, while some principals have managed the language of this knowledge, they don’t always understand the meaning and don’t have the necessary technical expertise.

Van Rhyn (2013) suggests that many principals in South Africa don’t have human resource (HR), financial and other managerial competencies which underpin their leadership role and are the basics for the job - “this often stops them from leading if they don’t know them”. Prew (2013) supports this view:

Resource management is crucial and HR management is the biggest problem in the system, and therefore the biggest attribute for a principal is to manage staff, which allows for effective delivery of the curriculum.

Many respondents also emphasised the centrality of the role of data, with several saying that a principal should have the ability to use and manage data in order to create the necessary interventions and desired outputs for the school.

Supporting the teaching process to ensure learning

Fleisch suggests that distributed leadership, and management of the teaching and learning process are critical:

In South Africa there is recognition that there are two different types of schools; this is reflected in the ANA [Annual National Assessment] results, which indicate that a large proportion of schools are not doing what they should. Learners in this group of schools are not, by and large, fluent readers, nor are they achieving good enough matric results. The issues for leadership need to be framed against the backdrop of that distinction (Fleisch, 2013).

He conceded that there are outliers in both, but said that the first question, which is at the centre of the Gauteng Primary Language and Mathematics Strategy (GPLMS), is what the current practice in under-performing schools is. In many of these schools, the teachers are present and managers manage, but learning outcomes are not being achieved. The challenge in that context is:
... the instructional infrastructure, namely the curriculum, the lesson plans, the learning support materials, in-school support, in-school monitoring, coaching; all of which form a net around the practice (Fleisch, 2013).

Fleisch emphasised the need to reframe the role of a principal as a member of a leadership team, as “part of a network of interventions designed to change the core practice”. He said that this has two advantages in that “firstly, in the past, the principal has been seen as the main agent of change, which he or she is not, and secondly the emphasis changes from heroic leader to someone who is part of a team”;

The core business of institutions is developing a practice that gets learners to do better on the kinds of tasks associated with the curriculum. The principal’s role is to ensure that the pieces are in place so teachers can teach. There are a range of tasks associated with that - most important is to ensure that teachers understand and practise what the new instructional process is. This is pressure and support; accountability and capacity-building.

The ability to support teaching and learning and manage the instructional core was perceived as essential. All the respondents felt that principals should be grounded in an understanding of teaching and learning and know education and curriculum. Many respondents said that principals should know what goes on in the classroom and have been a passionate and good teacher to be a leader of teachers. Some respondents felt that a principal should make the development of teachers a priority. The Auckland Park Primary focus group emphasised that a principal should keep teachers inspired and excited about education, and should employ the best teachers and get the best out of them. “A principal’s main focus should be on teaching and learning and the building of a system to support that” (Witten, 2013).

Witten suggests that, while principals do need management skills, these are not sufficient given school improvement challenges. A broader and deeper understanding of the role of school leaders is required:

What has happened in our structures is a strong focus on managing the system, on the organisational parts, where power is important and you set up a system to keep that in place. A lot of the focus on the work has become self-serving, rather than a means to a bigger end, namely the instructional core. There has been an overemphasis on the managerial aspects of the school at the expense of the practice of teaching and learning; management has to be in support of something bigger. Principals and SMTs and SGBs should work together to create enabling conditions for teaching and learning.

Van Rhyn adds that teacher support and development is an important part of leading schools:

There is a set of competencies associated with the leading and performance management of teachers, including contracting of teachers, feedback, how to bring people in to assess competence in the classroom, etc.

Clarke cautions, though, that managing people is hard to teach. Principals learn through experience and confidence comes with practice. Cereseto advocates a developmental approach (“identifying talent and pushing staff to greater levels of competence”) through collaboration with staff.
Building core values, trust and commitment

Many respondents suggested that principals should have a commitment to lead - a calling rooted in a love of children. Wylde said that “not only should a principal have a love of children and a love of educating them, but also a principal should have a love of families and a sense of community” while the Auckland Park primary focus group said that “the core thing for a principal is being interested in children and having them as a central motivation”. Interviewees spoke of the importance of leading by example, modelling ethics and thus inspiring confidence. Wylde said that principals “must have integrity and principles and be an example of restraint and morality” while Ndlebe spoke of the importance of a principal’s “good reputation in the community with none of the negative behaviours”.

A principal should demonstrate discipline of self, should display commitment, integrity, and principles, must lead by example, model ethics, be an example of restraint and inspire confidence in the community as a whole. “A principal needs to be first there to open the door, and last out to lock it” (Wylde, 2013). Grant emphasised that “we need leaders with humility in South Africa, leaders who see themselves as learners”. She added that leaders need to be good listeners. Some respondents said that principals should embrace stewardship and display servant leadership. Similarly, some felt that they should embrace diversity and have cross-cultural competencies, have a great sense of humour and good interpersonal and communication skills. Patience was also emphasised by some respondents, as well as flexibility.

Set goals and shape the future

Most respondents emphasised that a principal should lead the strategy and articulate the vision of the school, crucially having an ability to lead change and to be a champion of change through being visionary. The ability to get the school’s team behind the vision of the school was emphasised for example by Juvane, who stated that the key attribute of a school leader is:

... the ability to articulate the vision of the school in a clear action plan and to convince the community that this is the direction needed for the school. The school principal has the authority consistent with the position he is holding, including the knowledge of his job, his ability to convince professionally that he is leading his team. A principal who is a leader has a vision and clear strategy to transform the reality of his school, and to be able to mobilise the whole community - this requires key skills in terms of communication, strategic planning, and understanding what the expectations of the community are. He then needs to transform these creatively into concrete and tangible results and outcomes at a school level.

Many respondents rated the ability of a principal to solve problems, think critically, use time intelligently and optimally, have financial competency, have a working knowledge of labour law and contract law, be able to develop a good network, and to be results-driven highly. This competency is about leading strategy to make the school become effective and efficient and produce good learner performance and outcomes. Balancing the transformational and the transactional is important, but difficult.

If you have a transformational leader without transactional ability, all you get is the shell of a school that looks good on the outside but is doing no real management. But, a transactional one with no leadership is mundane and the administration tends to dominate and cause high levels of teacher frustration (Prew, 2013).
Build relationships with stakeholders and the community

Some respondents spoke about the notion of school culture, and how it is important that a principal promotes the values, attitudes and behaviour, in other words the invisible atmosphere, of a school. But, as Witten pointed out, there is also a layer outside the school.

A principal needs to be able to connect with outsiders to create enabling conditions for teaching and learning to occur. Leadership takes place across different domains; the school-based domain is first (the primary domain of leadership) and the secondary domain is the partnership layer, which also requires knowledge and skills.

The principal must, therefore, have a commitment to community and an ability to straddle the domains. Van Rhyn spoke of the importance of the principal’s “ability to mobilise community and to partner with and contract key stakeholders” as well as “to mobilise the community to be in partnership with the educators at a school”.

3.2.2 Differentiating leadership roles

Not all respondents favoured distinguishing the roles and responsibilities of principal, deputy and HoD. Fleisch argues that “there is a basket of requirements for the principal and deputy that is linked to the instructional core and their joint role is to manage the instructional infrastructure”. Grant described attributes and values that she said are essential to any leader across all levels. She does not like prescription and prefers the approach of drawing on the strengths of the people available in a management team. She described the generic roles needed by a school: working with people, being able to get teams to work together, understanding legislation, knowing and being able to interpret policy, teaching and learning, ownership and knowledge of the curriculum documents, assessment policies, being able to have the discussions and debates with the staff, and HR issues.

Generic leadership responsibilities

The primary role of the management team is enabling teaching and learning coupled with ensuring that the staff operate in professional ways and get the job done. “It’s not about control of the staff but about encouraging them to work professionally” (Grant, 2013). Grant also highlighted the importance of the courage to take action where staff are not doing what they should.

Ultimate responsibility lies with the principal, whose role is management and administration. Although literature says that leadership is about vision, there is more innovation generally evident at lower levels of leadership as there is more space for innovation there; often principals lose the leadership and agency role because of the pressure on them.

Prew agreed that, as the head of a school, the principal is the responsible officer in charge of the school.

The principal has a role that requires decisiveness and decision-making abilities that are not strong at deputy and HoD level, and transformational leadership abilities are not essential at other levels either.

Witten suggested that the various leaders:

... all have roles to play in a structure that is collaborative, that is not siloed, that is a flatter, non-hierarchical structure”. Conversations around the core work of a school should involve everyone, and the administrative system should be done as part of collaborative and distributed leadership and management approach.
Several interviewees emphasised that the practices and attributes of school leaders are the same, at whichever level they operate. For example, Ncokazi said that the same set of competencies is essential for all three levels because he believes that an HoD should progress to deputy and then principal, and he does not support SMTs working in silos. Stiles concurred, saying that the Wits Executive Leadership programme was designed with all school leaders in mind, while Schreiner indicated that there are no differences between principal, deputy and HoD when considering the 12 core practices of a school leader. These principles apply to all three levels. He did, however, concede that HoDs need an additional input on how to manage teachers, how to remediate, how to work in a team, and how to manage quality.

Ndlebe said that the competencies of the different school leaders don’t differ much, but emphasised that a deputy must be a good follower and must be able to take instructions and deliver:

The focus is on curriculum delivery and learner attainment and we must all work on that. What is currently going is that our principals are managing the wrong things, and when you ask them about managing curriculum delivery and curriculum coverage, they can’t.

Juvane concurred, saying that there are some core competencies required of all levels, but the complexity differs. He said that vision articulation is not required of a deputy principal, who should be part of the process of developing the vision. The responsibility, however, lies with the principal himself. “Rather than plan, they need to implement as deputies; they need also to have a degree of freedom and the initiative to introduce improvements where required”.

Witten said that different areas of the system should interact and that conversations around core work should involve all members of the management team and that the administrative system should be done as part of a collaborative and distributed leadership and management approach. He feels that the principal does not necessarily set the vision individually, which should in any case be set democratically, but that the principal is instead the vision holder and vision champion.

Deputies

Several respondents felt that the roles of HoD and deputy are stepping stones to the position of principal. For example, Northmore said that he does not think that a principal should be appointed without going through steps and learning to look at schools from the curriculum and learner perspective as a HoD and as deputy. Each of the levels gives “the management of human capital depth” as one moves from HoD to principalship. However, he said that “ultimately the principal looks at the whole school whereas the HoD takes care of a part of and the deputy another part”.

Fleisch felt there are three key areas for the joint responsibility for principal and deputy:

- Managing of human resources - making sure teachers are there, monitoring absenteeism, checking that lessons are being taught, checking coverage of curriculum, checking whether the time allocated for teaching is being used as required.
- Managing the LTSM - making sure teachers have the right set of tools and resources and materials, ensuring the LTSM are maintained and enhance.
• Managing what kind of learning is going on - checking on the achievement by teacher, using ANAs to establish where their school is in relation to comparable ones by subject or grade or teacher, facilitating discussion within the school community around data.

With regard to the deputy, Clarke suggests that “the deputy role is more about management than about leadership” while the GIBS focus group said that the deputy is “working closely with resource allocation”. Some respondents cautioned against separating the role of deputy into two functions; one for curriculum and one for administration. For example, Clarke said that “deputies are being trained to be a principal, so there should not be two types; you underprepare them if you train them for one role”. Du Plessis suggested that “academic and administrative must be rotated and have the same competencies as principal and must be able to act in absence of principal”.

Some respondents were willing to distinguish between the two types of deputy. Wylde, for example, said that:

the administrative deputy should be discipline-focused, know how the school runs, be a detailed person and a good communicator, and be someone who is transparent as the staff need to know what is happening. Communication is therefore key and this person is very much a planner. The academic deputy should be a good teacher first, have a sense of the meaning of education, get departments to work together, break down silos among departments, open up communication about values and other things, and must have a real understanding of the curriculum.

➢ HoDs

All were agreed on the subject matter knowledge and expertise of the HoD. Fleisch, for example, said that:

The first issue for a HoD is they need to understand the instructional process. They need to be experts. If they are not expert in the practice, they cannot do the core work they need to do, which is to monitor and support teachers. A precondition for promotion to HoD must be expertise in the practice (Fleisch, 2013).

Clarke said a HoD must be a “master specialist with a deep subject knowledge and enthusiasm and love for the subject”.

Respondents agreed that HoDs need to know how to do classroom visits as well as appraisal that is fair, clear, honest and will stand up to external scrutiny. They need to have a mixture of pedagogical knowledge, people management skills, as well as organisational management skills. They must know how to provide support and capacity-building; to establish a CoP in their team that facilitates capacity building both directly and indirectly.

It’s only possible if they are recognised to be experts in their area; the NEEDU report signals this, and we need promotion based on expertise - demonstrable expertise, and not on an interview process that can be influenced (Fleisch, 2013).

The competencies that respondents emphasised for the different leadership positions are outlined in Table 4.
Table 4: Differentiated competencies for school leadership

<table>
<thead>
<tr>
<th>Principal</th>
<th>Deputy</th>
<th>HoD</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Love of children</td>
<td>• Curricular understanding</td>
<td></td>
</tr>
<tr>
<td>• Transformational leadership</td>
<td>• Demonstrable expertise in the practice</td>
<td></td>
</tr>
<tr>
<td>• Champion of change and transformation</td>
<td>• Master specialist and deep subject knowledge and enthusiasm and love for teaching</td>
<td></td>
</tr>
<tr>
<td>• Systems thinking</td>
<td>• Focus on balancing accountability and support and capacity building</td>
<td></td>
</tr>
<tr>
<td>• Setting vision, animating vision</td>
<td>• Good people management skills</td>
<td></td>
</tr>
<tr>
<td>• Leading strategy</td>
<td>• Detail-focused</td>
<td></td>
</tr>
<tr>
<td>• Leading curriculum delivery, with a focus on the instructional core and teaching and learning</td>
<td>• Disciplined</td>
<td></td>
</tr>
<tr>
<td>• Buffering the school from the district and outside demands</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Decisiveness and decision-making ability</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• More leadership than management, although must be able to:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Manage human resources</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Manage LTSM</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Manage learning and instructional time</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

3.2.3 Leadership development

The challenge of different school contexts was highlighted. Prew noted “it's difficult because we can't think of 25 000 schools as homogenous, and we can’t have a policy or programme that covers all of them as context can be radically different”. Fleisch suggests that “rather than assuming that there is a universal set of competencies, we need to think about how to roll out capacity building for key areas”. He suggests starting with a rudimentary set of skills and tasks and then identifying a developmental process and what is needed for each stage. Otherwise, he said, “you get standard, theory-driven courses that don't address needs upfront and the variances between them”. This is a similar point noted by Christie (2010).

Many respondents advocated a more democratic and developmental approach to leadership development.

What is happening in South Africa is that leadership has been historically located in a public-management bureaucratic paradigm, where there is a strong focus on hierarchical arrangement, top-down decision-making and where structures are put in place to maintain control. That traditional way of thinking has carried into the work and training of school leaders. Set up effective communities of practice for principals and leaders and work with them on their action plans for school improvement as the real work of leadership and leadership development occurs in cycles of reflection and action in implementation; in doing that, you are then able to respond to emergent issues that may hinder that implementation and it’s in the work that the learning must occur (Witten, 2013).

Respondents cautioned against making leadership development a burden. As Potterton said, “Do not make leadership develop cumbersome for school leaders as they are already overburdened.” Many respondents said that there should be rewards given for professional development. Prew said “one has to get away from the problem that I am not training
someone to take my job; if you are rewarded for something in a professional development framework, it is more likely to work and we have not got that right”.

Respondents agreed that leadership development must be structured and should not be ad hoc and Prew went further to add that:

We have under thought this - if you take a principal out of a school, you need to build a deputy-principal support and development structure and pay an increment to the deputy, and see it as a developmental process rather than an ad hoc one.

The Auckland Park Primary focus group advocated “embedding training into the school and its environment - in other words bringing the training to the school as the context will be unique”. They also stressed the importance of “ensuring the longevity, path and tradition of the school”.

Learn in context

Several respondents said that traditional models no longer work and that effective courses must be context-specific. Schreiner said that “workshops are not the best way to develop leadership capacity” while Potterton said that “generic leadership training does not really work for in-service training” and that “training programmes for in-service training must be built around specific themes for specific groups of people using case studies and content which inspires”. Respondents mostly felt that the ACE had not worked (Clarke described the ACE course as “a compliance model put together by departmental officials, bureaucrats and academics”) and questioned the efficacy of traditional university-based interventions. Many suggest that leadership is best learnt in practice, and the model of coaching and mentoring and supervision is a better model for developing the skills of leadership. Fleisch argues that:

CoPs and PLCs (professional learning communities) are part of that [leadership development] process. The difficult stuff of learning takes place in context and not in theory. The school leader needs to be pushed to confront the hard stuff; there is a real demand for a different model of leadership development that is not theory-based, but school leaders do need to understand the theory behind the practice although we need to achieve a better balance with practice in situ.

The Auckland Park Primary focus group said that leaders should be developed “on the job, with a good mentor”, Grant suggested “school-based leadership interventions”, while both Potterton and Northmore no longer subscribe to the traditional leadership development approach and want to develop leadership at school level using reflective practice. They are adamant that people learn at school level. Potterton said that “mentoring and reflective practice really work”, while Christie said that courses should be mentor-driven and CoP-based, adding that “it’s a false divide between theory and practice” as “you need theory to understand practice and to reflect on it; theory is a form of explanation on which you can change practice and it’s about the quality of theory-practice as delivered”. Clarke suggested that mentoring really works, and that “the mentors should have been principals themselves, and reasonably successful ones at that”.

Du Plessis advocated giving school leaders opportunities to develop: “for example, allow teachers to act as HoDs, as co-ordinators; or Deputies as Principals even with the principal present”. Similarly, Potterton suggested rotating people and, for example, placing them in schools where they can learn new ways of doing things and can be exposed to best practice. The link between principal development and organisational development
was made by some respondents. Clarke said a principal needs to have a strategic vision and ambition for both him/herself and the organisation, while Van Rhyn cautioned that the strategic/visionary competency should be grounded in the development of the principal him or herself: “start with self, then work with teams, then look at organisational issues”.

CoPs were emphasised by many respondents who said that CoPs change the quality of practice through getting people to work with others like themselves and break down their sense of isolation. They also allow for reflective practice, sharing and collective development. Northmore described how “networking opportunities with other principals are invaluable” while Bloch said that “principal conversations and reflection are very important as principals learn from each other”. Mokgalane advocated “sharing and learning from one another and applying what people are learning and encourage reflection; our school leaders do not know the value of reflective practice”. Grant argues “I am a huge fan of PLCs and CoPs and, in a school that is successful, that is where you learn the most; if a school has an ethos of open dialogue, it’s the place where good leadership is modelled”. Clarke said that CoPs can be useful, but cautioned that, “while sharing is good, the blind can lead the blind”. Christie advocated learning more from what works: “Just an exchange of principals would help if they witnessed what is working; it would give principals a sense of possibilities if they were taken into like contexts”.

Juvane suggests that there are:

- two strands of leadership development; one is pre-service teacher training, which should encompass a strong strand on school leadership so that people with potential to become school leaders are identified, and the other is the continuing professional development programme which should be school-based and where the community of practice is important.

Both Van Rhyn and Clarke said that school leaders should be taught personal mastery and have their belief systems challenged, while Wylde said that interventions should seek to get to the bottom of each individual and find their driver and motivator. The GIBS focus group suggested the focus should be on “process-orientated leadership development rather than subject-driven development”.

➤ Development needs theory and practice

In general, respondents agreed that universities are good at theory, but should be used in combination with agencies for practice and so advocated partnerships between universities and NGOs, for example. Wylde said “universities are good at research and theory and should not be removed from equation, but in our context practitioners follow up”. Witten agreed that a combination of universities and NPOs (non-profit organisations) would work as “CoPs on their own have an effect, but the effect is enhanced where there is a link to a body of knowledge”. Van Rhyn said that “a combination of government and civil society is needed”. Juvane argues that:

*Universities are well-placed to develop programmes and MGSLG could also do that; set up a programme with clear standards and QA mechanisms and then any organisation capable of rollout could contribute. There should be a mechanism for certification and the accreditation of training and the course must be done designed by a creditable institution.*
While respondents generally felt that the buy-in of the department and the district is essential, some respondents felt courses should not be delivered by the district, while Ndlebe suggested a combined delivery by the district and external agencies:

IDSOS [Institutional Development and Support Officers] should be able to pick up weaknesses; they won’t be good mentors, but they can cluster the schools, and then get an NGO or a good administrator to work with them; government-driven interventions are ideal, but the people brought in should be from various fields or areas.

Some respondents recommended the use of business schools, others a “case study” methodology, while Grant advocated “seminar-based interventions with open discussions”. However, the call was by-and-large for practice-driven or practice-based methodologies that must have government’s stamp of approval (Prew, for example, said “unless it has government’s stamp, it is not taken seriously by principals”), and that should ideally include three levels - content, practice and mentoring. This because CoPs on their own have effect, but the effect is enhanced where there is a link to a body of knowledge.

Mentorship was widely advocated, and a range of types of mentors were suggested. For example, Van Rhyn said that “we have an amazing national resource of people who manage and lead and have learned in corporations, etc. and what we need to deliver is training in a just-in-time fashion”. The use of high-performing principals to support less high-performing ones was recommended, as was the use of retired teachers and principals. Wylde notes:

In this country, we don’t use our retired teachers well enough; they should have consulting roles for which they are paid, the content should be good, delivery should be good, but coaching and mentoring from past and present practitioners must be the third level.

The Auckland Park primary focus group said that “you should be mentored by people who have experience in school situations, like retired school leaders”. Clarke agreed, saying that “in the SA context, an experienced head needs to help the person understand what he is not doing”. He said he has reservations about business people being used as mentors “as business people don’t know how schools are run”, and in fact emphasised that a knowledgeable coach is what is needed as “they should ask questions about the school, get the principal to look at data, interrogate them a bit, with an intention to improve the school”. The Auckland Park Primary focus group agreed, saying “you can’t just have an outsider come in and run it like a corporate”. While Grant agreed that ex-principals should be used, she said that “my concern is many came through a managerialist way of thinking and are not best role-models”.

➢ IT and blended learning

Interviews with experts in education carried out as part of the larger project elicited qualified support for the importance of developing the IT skills of principals and school leaders. Prew argued that “the first ACE module was IT proficiency as it is essential and has to be foundational and principals have to be IT competent”, and Fleish said that “communication, circulars and reporting need to be done electronically”, while Northmore went further to say that “technology enhances teaching and learning”. However, Potterton said IT proficiency is “important but not critical”, while Wylde emphasised how important it is for school leaders to learn how to type first and foremost,
while Ndlebe emphasised how vital it is for principals to learn how to understand data: “companies are supplying schools with gadgets, but they are used for data recording, yet principals are not capacitated to analyse data”.

A blended approach to leadership development was supported by many respondents. If you had a situation where modules came out through a portal, and behind that a level of mentoring and coaching, it could be powerful; a blended model would work as coaching and mentoring alone do not give you the sense of being part of a community (Prew, 2013).

However, some respondents did not recommend the use of IT at all. For example, Grant said “I am cautious about IT as many school leaders in more remote provinces are not au fait even with email and don’t have online access”. She went on to say that “township schools struggle technologically”; a point that Wylde agreed with when he pointed out that connectivity is an issue for some schools. However, other respondents felt that a lot can be done with IT in a school without internet connectivity.

Some respondents also indicated that principals and school leaders are not independent readers. Communities of practice on their own have effect, but the effect is enhanced where there is a link to a body of knowledge; forget about the reading piece, though, as trying to get principals to read about what they are doing is difficult (Witten).

Many conceded that it is amazing to see how receptive to IT teachers are in a school with a receptive principal, and respondents highlighted the role of school management and leadership as a key enabler of the uptake of IT in a school. The role of leadership is central in getting acceptance of new technology as, with the support of management, IT interventions are possible and can be sustained. Ultimately, sustainability is vested in the leadership of the school taking ownership of the IT environment and its future development, while weak leadership of schools means that the acceptance of technology into a school will be varied. Schools need strong leaders who will champion and support technology at many levels. At an individual level, however, it was conceded there is reluctance and lack of knowledge by many school leaders to engage with technology, even at a basic level.

**Evaluating results**

Evaluation of leadership development is complex, most respondents agreed, and the effects of courses are only felt three to five years down the line, so evaluation is a challenge. In general, respondents felt it important to evaluate practice. As Prew said: “Practice, practice, practice. At HoD level, subject knowledge is critical though. If you can’t do it in situ, it has little value.” Assessment at site level is important, as is in-service observation.

Many respondents said that 360 degree evaluations can work, although it takes a lot of time to build trust for a 360 degree evaluation process to work. Wylde suggested “asking learners and colleagues and principal and so on about the change seen in a person; just results is not enough.”

Self-evaluations and participant evaluations were widely recommended, as were a reflection tool for principals and peer-assessment and facilitator-assessment. Wylde said
“You can do it by people reporting back. It is narrative and subjective, but it tells you something”. Assessments from others in the school community were also recommended. Wylde said “the deputies must say what has changes in a principal, and the parents and SGB too” while the GIBS focus group advocated asking learners as “children are savvy and honest”.

Many respondents said that, while learner results are the true indicator, you should look at signs of school improvement in areas like physical infrastructure. As Witten said, “Evaluation is not only about how many people attended; it’s about effects”. There should be a baseline assessment of where school is at and where the principal is at, and learner performance data should be collected as a baseline in order to establish the impact of leadership development on learner results. Throughput from year to year was also suggested as a data source in order to check to see how stable the school is. Potterton advocated assessing “a principal’s ability to introduce new strategies that bring about change in practice and learner performance”, while Van Rhyn said evaluation should consider social networking as “leaders should become more connected as a result of development and a shift in social networking should indicate that”. Ndlebe felt that:

IDSOs are important in evaluation; you need an initial baseline, where they were and what they knew when you started training them, and IDSOs should be involved in these when they do school visits - this would be evidence-based training, situated in the schools, that involves checking whether learning has taken place.

Respondents felt that, while we can learn from international standards and new developments in the field, these need to be critically evaluated and not adopted in an unmindful way. They agreed that international standards assume that school leadership standards are universal, but they are not and the local is important as South Africa’s context is different to international contexts. They agreed that you must understand local context first - sitting in classes, visiting schools, meeting people are all important and pre-work should be put into context and building relationships. Not all agreed respondents agreed with benchmarking. So, for example, Clarke said “It’s a case of getting a profile rather than a benchmark”, while Van Rhyn said “show me a benchmark that has value in this space”.

- Conditions for effective rollout

Respondents agreed that leadership development needs to be aligned to an overall change strategy and the focus must be on school improvement. In general, they agree that buy-in from participants at all levels of leadership is vital, and especially that the district must be part of the development and unions must back the training. The organisational structure around the principal needs to be on board and supportive as do the district officials.

Many respondents were concerned about interference from the district in leadership development, though, and felt that there has to be a lessening of some of the noise in the system - like the distracting factors of the department calling principals to meetings. So, the vital thing is balancing the buy-in and support of the district and the autonomy required in order for development to work. The district is the critical element here, and the district should be part of the development.
It was agreed that the school needs to decide what the essential activities related to leadership development are, and what are non-essential activities that they may need to let go, and that there should be an effort to develop CoPs in the staff room as an environment where everyone is learning aids development. Finally, there must be consistency in all follow-up activities.

3.3 Assessment of current leadership development practices

Five clusters of attributes were given to respondents to rank in order of importance. The survey was designed in such a way that participants could only tick one number per attribute in each attribute cluster.

- **Management of people - people, teams, interactions and stakeholders**
  With the cluster of attributes that deal with management of people, respondents rated the top attributes as follows:
  - Teamwork (41% rated most important)
  - Developing relationships (11% rated most important)
  - Leadership through delegation and directing others (8% rated most important)

  Of interest was that 24% rated human resources management most important, but 28% rated it least important. Independent schools rated “developing relationships” as more important, while public schools rated “human resources management” as more important. Secondary schools rated “flexibility” as a more important attribute than either primary or special needs schools did.

- **Making the school work - school systems and operational effectiveness**
  With the cluster of attributes that deal with school systems and operations, respondents rated the top attributes as follows:
  - Operational planning, organising and prioritising (48% rated most important)
  - Decisiveness and decision-making (11% rated most important)
  - Judgement (9% rated most important)

  Of interest was that 13% rated managing systems most important, but 39% rated it either least or second least important. 64% rated risk-taking least important. Public schools rated “managing systems, information records and finances” as more important than independent schools. Overall, HoDs rated “risk-taking” as more important, followed by principals. Deputies rated this as less important. Primary schools rated “managing of systems” as more important than secondary schools while secondary schools rated “creative problem-solving” as more important than primary schools.

- **Values, ethics and ethos**
  With the cluster of attributes that deal with values, ethics and ethos, respondents rated the top attributes as follows:
  - Integrity (58% rated most important)
  - Moral authority (6% rated most important, but 52% rated second or third most important)
  - Child focus (19% rated most important)
Of interest was that independent schools attached more importance to “integrity” and “moral authority” relative to other attributes in this category. HoDs placed more importance on “child focus” than deputies and principals did. Principals placed more focus on “integrity” than HoDs did. Secondary schools placed more importance on “integrity” than “organisational commitment”. Primary schools placed more importance on “organisational commitment” than “integrity”.

- **Creating excellent relationships - governance, strategy and planning**

  With the cluster of attributes that deal with governance, strategy and planning, respondents rated the top attributes as follows:
  - Sensitivity (25% rated most important)
  - Strategic thinking and planning (31% rated most important)
  - Written communication (18% rated most important)

  Of interest was that 50% of respondents rated range of interests as the least important attribute. Women placed relatively more importance on “sensitivity” than men. Independent schools placed more importance on “servant leadership” than public schools. Principals placed more importance on “servant leadership” than other respondents.

- **Impacting on the lives of learners - professional and pedagogic leadership**

  With the cluster of attributes that deal with professional and pedagogic leadership, respondents rated the top attributes as follows:
  - Pedagogic leadership (28% rated most important)
  - Curriculum development (23% rated most important)
  - Continuous learning (27% rated most important)

  Of interest was that women were more likely to highlight the relative importance of pedagogic leadership than men. Continuous learning was rated as significantly more important by independent schools. An achievement orientation was rated as significantly more important by principals. Curriculum development was seen as a relatively less important attribute in Secondary Schools.

### 3.4 Conclusion

South Africa has focused more on management development than leadership. The leadership roles and responsibilities of principals, deputies and HoDs are not clearly defined or understood. The interviews demonstrated that many still feel that management competencies are critically important in South African school contexts, but that these are outweighed significantly by the importance of getting teaching and learning right. The range of competencies associated with improving quality and implementing the curriculum are therefore perceived as critical and essential to improving the quality of learning in different school contexts. In addition to pedagogical and professional leadership, the policy and the interviews suggest that competencies associated with building values and ethos, organisational and operational management, strategy and planning and leading people, teams and communities are critical. Collaborative or distributed leadership is seen as more important that separate and defined functions for principals, deputies and HoDs,
although there is agreement that HoDs focus more on curriculum and deputies more on operations. Mostly, leadership needs to be proactive, courageous and decisive.

Development strategies have been *ad hoc*, with the exception of the Advanced Certificate in Education (ACE): School Management and Leadership. The more recent Minimum Requirements for Teacher Education Qualifications proposes an Advanced and Postgraduate Diploma. School leadership is in the frontline of the struggle to develop new ways of doing things in schools. Several different policy frameworks define what must be done creating a confused, compliance approach. Leadership development programmes are fragmented across provinces and providers. Approaches and content are heavily influenced by an international literature which defines generic expectations, standards and approaches. Christie (2010) warns that generic approaches may well act as impediments to the changes they aim to support by creating expectations that can’t be met in South African school contexts and conditions. She suggests recognising the situated complexities of the work of running in the very different circumstances in which school leaders operate. Interviewees note that leadership development should be practice-driven and utilise CoPs, district support and mentors if change is to occur.
4. Proposed leadership development framework

This section outlines the knowledge, skills and attitudes linked to profiles or proficiency levels. They identify layers of practice (knowledge and understanding; values and commitments; and abilities and competencies) and levels of engagement (novice, able, proficient and excellent).

The notion of school leadership and leadership development lacks a universally-accepted definition and remains a contested concept among scholars and practitioners. While there is general acceptance that leadership is critical to effective learning in schools, the precise characteristics of that leadership are dependent on the history and context of education in a particular country. Most agree, however, that leadership involves relations of influence which affect school outcomes, while management refers to organisational processes. The idea of distributed leadership is linked to this concept of school leadership. Research on school leadership and school improvement suggests that leadership does make a difference to school outcomes and that there is a set of generic practices which should be applied and adapted to different school contexts. These include: pedagogic leadership, relationship-building, organisational design, planning and visioning and building a learning ethos.

Leadership development frameworks have been developed in response to the complexity of school leadership and management to guide practice, assess performance and contribute to skills development. Most of the frameworks developed together with the associated standards have been a response to research on school improvement, education policy change and changing conditions of service and work requirements in specific countries. This switch in emphasis is not generally reflected in leadership standards, which remain closely aligned to the roles and tasks of individuals designated as school leaders. Christie (2010) notes that there is a particular tension between generic profession-wide standards for school leaders and areas of knowledge and practice expected of school leaders that are specific to particular school systems and schools.

In this regard, it is worth noting that, while leadership development frameworks from other contexts provide a useful guide, they need to be situated in local contexts and school realities. In South Africa, this would be in part defined by education policy frameworks which point to a devolved system of management (with centralised control) and local school realities which define actual practice on the ground. The revised standards for educators and the Minimum Standards still seem to prioritise management rather than leadership and are likely to contribute to a compliance culture is not adapted into a leadership model. Development strategies are likely to be more effective if linked to career development and promotion, and to the contextual and institutional realities and practices of participants. District, departmental and professional support is crucial to successful leadership development.

Figure 5 provides a proposed leadership development framework which draws on the generic areas that emerged out of the review of the literature and the leadership development frameworks. It assumes that leadership and management activities are
linked and that school leadership need to work together to create the conditions for effective learning mindful of the different, often traumatised and unequal contexts within which schools operate. A key outcome of leadership development in the South African has to be the development of thoughtful and resourceful leaders who can respond to environmental challenges. This means that while the content of programmes might contain generic leadership and management areas as listed in the Minimum Requirements for Teacher Education Qualifications, the process needs to enable application to different contexts and challenges based on the day-to-day realities of running schools in South Africa.

Figure 5: Proposed leadership development framework

As stated before, the development of the framework was a process that involved looking at a range of competencies that already existed and which had been identified by various bodies as appropriate for leadership in South Africa. The main document that guided this was the draft EMS PMDS in which the processes for assessing levels of competency and performance are set out and stated as KPAs as outlined in Section 3.

Two KPAs for principals and deputies (and, by inference, for HoDs) are weighted more important than others. These are “leading the learning school” and “managing quality and securing accountability”. These KPAs highlight the importance of teaching, learning
and assessment at a quality level that should stand up to scrutiny by all stakeholders. It reflects the central aspect of the proposed framework – Improvement of Quality Learning – in Figure 5. For each section of the framework, a related set of competencies have been identified, prioritised and commented in Table 5. These competencies are drawn from the research undertaken but have been assembled with a developmental career path. Career-pathing is a process of moving from one position to another by increasing levels of knowledge and skills. Career-pathing in school would therefore involve charting a course within a school of an individual’s career development. Career-pathing involves understanding what knowledge, skills, personal characteristics, and experience are required to progress a career laterally, or through access to promotions and departmental transfers.

In assembling the competencies, consideration was given to the basic approaches to leadership in a school, namely:
- The HoD leads the teaching team;
- The deputy leads the function; and
- The principal leads the school.

In the past, the expected career path is teacher to HoD to Deputy to Principal. Today, it is acknowledged that many teachers stay in the classroom and become subject/phase experts and the DBE has suggested recognition of this in different ways. The leadership framework that has been developed can be used to assess progress towards promotion through a self-assessment process that identifies training gaps and needs which can then be followed by a career development discussion and action plan.

<table>
<thead>
<tr>
<th>Leadership Competence</th>
<th>Principal Leads the School</th>
<th>Deputy Leads the Function</th>
<th>Head of Department Leads the Team</th>
</tr>
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<tbody>
<tr>
<td><strong>Professional &amp; Pedagogical Leadership</strong></td>
<td>Pedagogic leadership</td>
<td>Curriculum development</td>
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<tr>
<td><strong>Values, Ethics &amp; Ethos</strong></td>
<td>Child Focus</td>
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<td><strong>Governance, Strategy &amp; Planning</strong></td>
<td>Strategic thinking and planning</td>
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<td>Transformational leadership</td>
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<td>Servant leadership</td>
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<tr>
<td>Leadership Competence</td>
<td>Principal Leads the School</td>
<td>Deputy Leads the Function</td>
<td>Head of Department Leads the Team</td>
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<td><strong>People, Teams,</strong></td>
<td>Teamwork</td>
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<td><strong>Interaction &amp;</strong></td>
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<tr>
<td><strong>Stakeholders</strong></td>
<td>Leadership through delegating and directing others</td>
<td>Oral communication</td>
<td>Human resource management</td>
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<td><strong>Developing relationships</strong></td>
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<td>Oral communication</td>
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<td><strong>Oral communication</strong></td>
<td>Leadership through delegating and directing others</td>
<td>Flexibility</td>
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<td><strong>Human resources management</strong></td>
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<td>Stress tolerance</td>
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<td><strong>&amp; Operational</strong></td>
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<td><strong>Managing systems</strong></td>
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The highlighted competencies are those ranked highest by respondents in the Survey Monkey, with the exception of Transformational Leadership which has replaced Servant Leadership for Principals and Deputies, as the interviews highlighted this as being very important. Obviously, many of the competencies are rated as a priority at this time because of contextual issues in schools and general school circumstances. It is unlikely that the listed group of competencies will change, but the ranking of importance will.

Four areas of growth for leaders - novice, able, proficient and excellent - have been defined. These stages are defined in Table 6 and are broadly aligned to the Draft EMS PMDS. The identified competencies and frameworks in Tables 7 to 9 show the level of excellence a school leader has to aim for and achieve. There is very little difference between the descriptors of Principal and Deputy, which is as it should be as many of the functions overlap. Generally, a principal has overall responsibility for an area but is supported in the task by the deputy who has discrete functions to fulfil.

Each leader would be asked to rate him or herself against the stated competencies in the relevant template considering the statement of excellence that it is their ultimate goal to achieve. Each person would decide if s/he is novice, able, proficient or excellent and would then look for the training programme that would help him or her achieve a better level.
Table 6: Identifying skills

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<tr>
<th>Level</th>
<th>Description</th>
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<tbody>
<tr>
<td>Novice</td>
<td>The function or functions are new and there is indication of willingness to strive for competence; generally needs support and guidance. Demonstrates limited knowledge of aspects of work related policies and practice. Motivation and support of others is deficient and is unable to resolve conflicts without strong mediation. Has a basic ability to express facts and ideas both orally and in writing. Although able to interact with stakeholders, needs assistance in serving and influencing others. Requires training in basic areas and needs support when conceptualising around complex situations.</td>
</tr>
<tr>
<td>Able</td>
<td>Generally considered functionally competent but not equally in all areas and occasionally requires support and guidance; not always aware of weaknesses. Demonstrates knowledge of work related policies and practice and how to apply job knowledge. Demonstrates leadership through motivation of others and conflict resolution. Demonstrates a sound and healthy attitude when interacting with others; cooperative and respectful. Expresses facts and ideas orally or in writing in a clear and logical manner but may need editing. Gets on well with all school stakeholders and treats them with respect and courtesy. Accepts responsibility for areas of work and can 'step in' for others. Can conceptualise abstract concepts and solve problems.</td>
</tr>
<tr>
<td>Proficient</td>
<td>Good levels of competence in all areas; occasional weaknesses but is aware of these and seeks to correct these as needed. Demonstrates sound knowledge of work related policies and practice and shows above average job knowledge and skills in work environment. Demonstrates leadership qualities of above normal acceptable level and through others is able to produce superior quality work. Is a sought after team member and has a sound and healthy attitude when interacting with others. Above average ability in expressing facts and ideas clearly and logically, both orally and in writing. Treats stakeholders with courtesy and respect and responds to enquiries and complaints quickly and effectively. Takes responsibility for own areas of work, occasionally exceeding delivery expectations, and can 'step in' for others. Able to conceptualise around complex situations and can articulate and solve complex problems.</td>
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<tr>
<td>Excellent</td>
<td>All levels of competence are evident and equal across all areas; can support and guide others. Demonstrate outstanding breath of knowledge on a wide spectrum of related work areas and education matters. Consistently maintains high standards and is able to overcome problems of motivation and support. Delivers exceptional, quality work through others. Gets cooperation of others under difficult situation and demonstrates an exceptionally sound and healthy attitude when interacting with others. Exceptional ability to express facts and ideas logically both orally and in writing. High level of cooperation and ability to influence and motivate stakeholders to achieve targets, as well as showing courtesy and respect. Accepts responsibility very competently for own areas of work and for others in their absence. Exceptional conduct in all situations. Able to visualise, articulate and solve complex problems and concepts. High levels of conceptualisation in abstract and complex situations.</td>
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<tr>
<td>Professional &amp; Pedagogical Leadership</td>
<td>Focusing on supporting the teaching process to ensure learning, especially the challenges of teaching with limited resources and infrastructure. Maintains exceptional levels of leadership and constantly encourage teachers and others to facilitate high standards of learning for the development of all learners. Creates processes to quality assure and provide continuous feedback on the learning environment. Driving force in systematically engaging stakeholders to assist in innovative ways to improve learner achievement.</td>
</tr>
<tr>
<td>Values, Ethics &amp; Ethos</td>
<td>Building core values, trust, commitment and professional practice within the school community and the system. Ensures the school is focused on the child by creating a nurturing and trusting environment to maximise learners’ development. Leads the school effectively to be a recognised centre for excellence in teaching and learning within a framework of shared values, committed to by all stakeholders.</td>
</tr>
<tr>
<td>Governance, Strategy &amp; Planning</td>
<td>All planning processes and subsequent action are implemented systematically,</td>
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<td>Framework Area</td>
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| Setting goals, shaping the future, solving complex problems and making decisions to ensure learning happens. | efficiently and effectively and in line with the school ethos and stakeholder needs and expectations. Creates processes and implementation pathways for transformation of the school in line with policy. Includes all stakeholders in appropriate decision-making and communicates these decisions effectively and on time. | data from unrelated areas and translates of all this into logical and accessible plan.  
**Transformational leadership:**  
Ability to engage with all school stakeholders and inspire them to change behaviour to achieve greater success through setting a vision, instilling trust and working as a collective unit.  
**Sensitivity:**  
Ability to perceive the needs, concerns and personal problems of others; skill in resolving conflict; tact in dealing with persons from different cultures/backgrounds; ability to deal effectively with people concerning emotional issues; knowing what information to communicate and to whom.  
**Written communication:**  
Ability to express ideas clearly in writing; to write appropriately for different audiences – learners, teachers, parents etc.  
**Stakeholder management:**  
Seeks opportunities to work with a wide range of individuals and organisations to achieve common goals and better outcomes; develops mutually beneficial relationships and partnerships based on trust, respect, and achievement of common goals; gains the trust of key stakeholders by active listening and seeking to understand their views and needs.  
**Boundary management:**  
Has a knowledge of changing situations outside the school, including local, governmental and political pressures, and can identify potential problems and opportunities associated with them; bases action on an awareness of the impact and implication of these wider societal, governmental and political factors; has experience of managing conflict in these areas.  
**Range of interests:**  
Ability to discuss and understand a variety of subjects – educational, political, current events, economic etc.; desire to take part actively in events. | |
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<tr>
<th>Framework Area</th>
<th>Description of Excellence</th>
<th>Competence</th>
<th>Rating (N, A, P or E)</th>
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<td>appraisal to direct professional development.</td>
<td>partnerships based on trust, respect, and achievement of common goals. <strong>Stress tolerance:</strong> Ability to perform under pressure and during opposition; the ability to 'think on one's feet'.</td>
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<tr>
<td><strong>School Systems &amp; Operational Effectiveness</strong></td>
<td>Collaboratively implements policies and manages information flow in a highly effective way. Designs and efficiently manages transparent systems for data collection/collation and analysis, school finances and other related processes. Is Information Technology (IT) proficient and seeks to change the school to be similarly proficient.</td>
<td><strong>Operational planning, organising and prioritising and decision-making:</strong> Ability to plan, schedule and oversee the work of others; skill in using resources optimally; ability to deal with a volume of paperwork and heavy demands on time. <strong>Judgement:</strong> Ability to reach logical conclusions and make high-quality decisions based on available information; skill in identifying educational needs and setting priorities. <strong>Risk-taking:</strong> Ability to take a chance on an action when the outcome is not clear and to live with the consequences of that chance. <strong>Change management:</strong> Receptiveness to new ideas and change: ability to choose appropriate change pathways and oversee the process. <strong>Creative problem-solving:</strong> Ability to find new and innovative ways to solve problems; always looking for alternative solutions. <strong>Managing systems (information, records and finances):</strong> Ability to create, set-up, control and oversee an effective and efficient data management process that collects and collates all records on school, teacher and child performance and related issues; oversees appropriate systems for the management of school finances.</td>
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<tr>
<td><strong>Professional &amp; Pedagogical Leadership</strong></td>
<td>Focusing on supporting the teaching process to ensure learning, especially the challenges of teaching with limited resources and infrastructure.</td>
<td><em>Curriculum development:</em> Ability to understand, promote and develop a defined school curriculum that is based on a well-reasoned educational philosophy; demonstrates through action in the classroom values in line with this philosophy.</td>
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<td>Maintains exceptional levels of leadership and constantly encourage teachers and others to facilitate high standards of learning for the development of all learners. Creates processes to quality assure and provide continuous feedback on the learning environment. Supports initiatives for engaging stakeholders to assist in innovative ways to improve learner achievement.</td>
<td><em>Pedagogic leadership:</em> Ability to evaluate classroom performance in relation to teacher objectives and learner outcomes; ability to work effectively with teachers and learners to improve classroom performance; understanding and experience of the processes and techniques of teaching and learning.</td>
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<td><strong>Achievement orientation:</strong> Need to achieve in all activities attempted; demonstrates high expectations by setting challenging goals for him or herself and others ability to be self-evaluating.</td>
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<td><strong>Continuous learning:</strong> Taking continuous action to improve personal capability; identifying and providing opportunities to improve the capabilities of other people; receptiveness to new ideas from others; ability to generate new ideas; ability to perceive longer-term changes and to prepare effectively for them and evidence of implementation of change</td>
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<tr>
<td><strong>Values, Ethics &amp; Ethos</strong></td>
<td>Leads the school effectively to be a recognised centre for excellence in teaching and learning within a framework of shared values, committed to by all stakeholders. Initiates and manages child focus activities that create a nurturing and trusting environment to maximise learners' development.</td>
<td><strong>Child focus:</strong> Directs activities in the classroom to facilitate multi-layered development of children, integrating influences from different domains; emphasises the importance of targeting specific interventions to specific outcomes in child development.</td>
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<td><strong>Integrity:</strong> Consistent honesty and truthfulness or accuracy of one’s actions</td>
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<td><strong>Moral authority:</strong> Bases decisions and actions on values and feelings that are guided by the well-being of others; having a strong sense of what is right and wrong</td>
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<td><strong>Drive and persistence:</strong> Ability to keep focus and pursue a line of action so as to achieve an intended outcome for the benefit of the school</td>
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<td><strong>Educational values:</strong> Possesses a well-reasoned educational philosophy and demonstrates through action values in line with this philosophy.</td>
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<td><strong>Organisational commitment:</strong> Demonstrates strength of commitment to the mission of a school and the development of the child.</td>
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<tr>
<td><strong>Governance, Strategy &amp; Planning</strong></td>
<td>All planning processes and subsequent action are implemented systematically, efficiently and effectively and</td>
<td><strong>Strategic thinking and planning:</strong> Gathers key information from multiple relevant sources and stakeholders when problem solving; analyses, reflects on, synthesises and contextualises information; identifies useful relationships among data from unrelated areas and translates of all this into logical and accessible plan.</td>
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<td><strong>Setting goals, shaping the future, solving complex problems and making decisions to ensure learning happens.</strong></td>
<td>in line with the school ethos and stakeholder needs and expectations. Supports processes and implementation pathways for transformation of the school in line with policy. Includes all stakeholders in appropriate decision-making and communicates these decisions effectively and on time.</td>
<td><strong>Transformational leadership:</strong> Ability to engage with all school stakeholders and inspire them to change behaviour to achieve greater success through setting a vision, instilling trust and working as a collective unit.</td>
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<td><strong>Sensitivity:</strong></td>
<td>Ability to perceive the needs, concerns and personal problems of others; skill in resolving conflict; tact in dealing with persons from different cultures/ backgrounds; ability to deal effectively with people concerning emotional issues; knowing what information to communicate and to whom.</td>
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<td><strong>Written communication:</strong></td>
<td>Ability to express ideas clearly in writing; to write appropriately for different audiences – learners, teachers, parents etc.</td>
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<td><strong>Stakeholder management:</strong></td>
<td>Seeks opportunities to work with a wide range of individuals and organisations to achieve common goals and better outcomes; develops mutually beneficial relationships and partnerships based on trust, respect, and achievement of common goals; gains the trust of key stakeholders by active listening and seeking to understand their views and needs.</td>
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<td><strong>Boundary management:</strong></td>
<td>Has a knowledge of changing situations outside the school, including local, governmental and political pressures, and can identify potential problems and opportunities associated with them; bases action on an awareness of the impact and implication of these wider societal, governmental and political factors; has experience of managing conflict in these areas.</td>
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<td><strong>Range of interests:</strong></td>
<td>Ability to discuss and understand a variety of subjects – educational, political, current events, economic etc.; desire to take part actively in events</td>
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<td><strong>Supports opportunities and structure for effective staff development and actively helps develops the school community by building a sense of efficacy and empowerment. Ensure, together with the principal, fast action in all human resources matters and dealing with labour related</strong></td>
<td><strong>Teamwork:</strong> Ability to interact with a group effectively and to guide them to the accomplishment of the task; to model and encourage others to manage conflict openly and productively.</td>
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<tr>
<td><strong>Leadership through delegating and directing others:</strong></td>
<td>Ability to get others involved in solving problems and to recognise when a group or individual requires direction</td>
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<td><strong>Developing relationships:</strong></td>
<td>Ability to create positive relationships between a wide range of stakeholders.</td>
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<td><strong>Oral communication:</strong></td>
<td>Ability to make clear presentation of facts and ideas.</td>
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<td><strong>Human resources management:</strong></td>
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<td>to achieve results.</td>
<td>matters. Creatively communicates the impact of change processes to school stakeholders for continuing support. Utilises the outcome of appraisal to direct professional development in classroom and administration staff.</td>
<td>Ability to set up efficient and effective systems and processes to manage and oversee the whole personnel involved in the running of a school; develops mutually beneficial relationships and partnerships based on trust, respect, and achievement of common goals.</td>
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<td><strong>Stress tolerance:</strong> Ability to perform under pressure and during opposition; the ability to ‘think on one’s feet’.</td>
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<td><strong>Flexibility:</strong> Demonstrates flexibility when plans or situations change unexpectedly. Effectively adjusts plans to achieve intended outcomes.</td>
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<td>School Systems &amp; Operational Effectiveness</td>
<td>Collaboratively implements policies and manages information flow in a highly effective way. Designs and efficiently manages transparent systems for data collection/collation and analysis, school finances and other related processes. Is Information Technology (IT) proficient and seeks to change the school to be similarly proficient.</td>
<td><strong>Operational planning, organising and prioritising and decision making:</strong> Ability to plan, schedule and oversee the work of others; skill in using resources optimally; ability to deal with a volume of paperwork and heavy demands on time.</td>
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<td><strong>Judgement:</strong> Ability to reach logical conclusions and make high-quality decisions based on available information; skill in identifying educational needs and setting priorities.</td>
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<td><strong>Risk-taking:</strong> Ability to take a chance on an action when the outcome is not clear and to live with the consequences of that chance.</td>
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<td><strong>Change management:</strong> Receptiveness to new ideas and change: ability to choose appropriate change pathways and oversee the process.</td>
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<td><strong>Managing systems (information, records and finances):</strong> Ability to create, set-up, control and oversee an effective and efficient data management process that collects and collates all records on school, teacher and child performance and related issues; oversees appropriate systems for the management of school finances.</td>
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<td>Professional &amp; Pedagogical Leadership</td>
<td>Focusing on supporting the teaching process to ensure learning, especially the challenges of teaching with limited resources and infrastructure.</td>
<td>Pedagogic leadership: Ability to evaluate classroom performance in relation to teacher objectives and learner outcomes; ability to work effectively with teachers and learners to improve classroom performance; understanding and experience of the processes and techniques of teaching and learning.</td>
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<td>Maintains exceptional levels of leadership and constantly encourage teachers and others to facilitate high standards of learning for the development of all learners. Creates processes to quality assure and provide continuous feedback on the learning environment. Driving force in systematically engaging stakeholders to assist in innovative ways to improve learner achievement.</td>
<td>Curriculum development: Ability to understand, promote and develop a defined school curriculum that is based on a well-reasoned educational philosophy; demonstrates through action in the classroom values in line with this philosophy.</td>
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<td>Achievement orientation: Need to achieve in all activities attempted; demonstrates high expectations by setting challenging goals for him or herself and others ability to be self-evaluating.</td>
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<tr>
<td>Values, Ethics &amp; Ethos</td>
<td>Ensures the school is focused on the child by creating a nurturing and trusting classroom environment to maximise learners’ development. Encourages learning through excellent teaching within a framework of shared values, committed to by all stakeholders.</td>
<td>Child focus: Directs activities in the classroom to facilitate multi-layered development of children, integrating influences from different domains; emphasises the importance of targeting specific interventions to specific outcomes in child development.</td>
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<td>Moral authority: Bases decisions and actions on values and feelings that are guided by the well-being of others; having a strong sense of what is right and wrong</td>
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<td>Educational values: Possesses a well-reasoned educational philosophy and demonstrates through action values in line with this philosophy.</td>
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<td></td>
<td></td>
<td>Drive and persistence: Ability to keep focus and pursue a line of action so as to achieve an intended outcome for the benefit of the school</td>
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<td></td>
<td></td>
<td>Organisational commitment: Demonstrates strength of commitment to the mission of a school and the development of the child.</td>
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</tr>
<tr>
<td>Framework Area</td>
<td>Description of Excellence</td>
<td>Competence</td>
<td>Rating (N, A, P or E)</td>
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</table>
| **Governance, Strategy & Planning** | Setting goals, shaping the future, solving complex problems and making decisions to ensure learning happens. Plans curriculum delivery through Including all stakeholders in appropriate decision-making and communicates these decisions effectively and on time. Continuously updates and disseminates plans for effective teaching and learning through responding to the needs of the child. Works within school leadership structures to achieve effective transformation of the school. | **Strategic thinking and planning:** Gathers key information from multiple relevant sources and stakeholders when problem solving; analyses, reflects on, synthesises and contextualises information; identifies useful relationships among data from unrelated areas and translates of all this into logical and accessible plan.  

**Servant leadership:** Ability to lead through legitimacy, given by teachers, parents and learners, in response to, and in proportion to, the clearly evident servant stature of the leader; to lead based on the values and needs of others; to create followers not subordinates.  

**Sensitivity:** Ability to perceive the needs, concerns and personal problems of others; skill in resolving conflict; tact in dealing with persons from different cultures/backgrounds; ability to deal effectively with people concerning emotional issues; knowing what information to communicate and to whom.  

**Written communication:** Ability to express ideas clearly in writing; to write appropriately for different audiences – learners, teachers, parents etc.  

**Stakeholder management:** Seeks opportunities to work with a wide range of individuals and organisations to achieve common goals and better outcomes; develops mutually beneficial relationships and partnerships based on trust, respect, and achievement of common goals; gains the trust of key stakeholders by active listening and seeking to understand their views and needs.  

**Boundary management:** Has a knowledge of changing situations outside the school, including local, governmental and political pressures, and can identify potential problems and opportunities associated with them; bases action on an awareness of the impact and implication of these wider societal, governmental and political factors; has experience of managing conflict in these areas.  

**Range of interests:** Ability to discuss and understand a variety of subjects – educational, political, current events, economic etc.; desire to take part actively in events. | | | |
| **People, Teams, Interaction & Stakeholders** | Facilitates opportunities and structure for effective staff development and actively develops the school community by building a sense of efficacy and empowerment. Ensure fast action in all human resources | **Teamwork:** Ability to interact with a group effectively and to guide them to the accomplishment of the task; to model and encourage others to manage conflict openly and productively.  

**Leadership through delegating and directing others:** Ability to get others involved in solving problems and to recognise when a group or individual requires direction  

**Developing relationships:** Ability to create positive relationships between a wide range of stakeholders. | | | |
<table>
<thead>
<tr>
<th>Framework Area</th>
<th>Description of Excellence</th>
<th>Competence</th>
<th>Rating (N, A, P or E)</th>
</tr>
</thead>
<tbody>
<tr>
<td>community (SGBs, depts.) and developing capacity to achieve results.</td>
<td>matters and dealing with labour related matters. Creatively communicates the impact of change processes to school stakeholders for continuing support. Utilises the outcome of appraisal to direct professional development.</td>
<td><strong>Oral communication:</strong> Ability to make clear presentation of facts and ideas. <strong>Human resources management:</strong> Ability to set up efficient and effective systems and processes to manage and oversee the whole personnel involved in the running of a school; develops mutually beneficial relationships and partnerships based on trust, respect, and achievement of common goals. <strong>Stress tolerance:</strong> Ability to perform under pressure and during opposition; the ability to ‘think on one’s feet’.</td>
<td></td>
</tr>
<tr>
<td>School Systems &amp; Operational Effectiveness</td>
<td>Collaboratively implements policies and manages information flow in a highly effective way. Designs and efficiently manages transparent systems for classroom data collection/collation and analysis. Oversees the work of selected teachers so that they produce and engage in excellent, creative teaching and learning practices. Is Information Technology (IT) proficient and seeks to change the school to be similarly proficient.</td>
<td><strong>Operational planning, organising and prioritising, and decision-making:</strong> Ability to plan, schedule and oversee the work of others; skill in using resources optimally; ability to deal with a volume of paperwork and heavy demands on time. <strong>Judgement:</strong> Ability to reach logical conclusions and make high-quality decisions based on available information; skill in identifying educational needs and setting priorities. <strong>Risk-taking:</strong> Ability to take a chance on an action when the outcome is not clear and to live with the consequences of that chance <strong>Change management:</strong> Receptiveness to new ideas and change: ability to choose appropriate change pathways and oversee the process. <strong>Creative problem-solving:</strong> Ability to find new and innovative ways to solve problems; always looking for alternative solutions. <strong>Managing systems (information, records and finances):</strong> Ability to create, set-up, control and oversee an effective and efficient data management process that collects and collates all records on school, teacher and child performance and related issues; oversees appropriate systems for the management of school finances.</td>
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</table>
4.1 Towards Developing Competence

With a competency framework in place, the next consideration is how to build up the levels of competence that are required and which have been identified through the self-rating scale. The self-rating process will help school leaders to identify their development needs and a group of school leaders can be clustered according to similarities of developmental needs. For example, principals who are at the novice stage may feel comfortable working with others who are also new in the job and hence a specific course or work-based experience could be set-up to enhance competency levels.

Career-pathing involves developmental stages when competency is built incrementally. The ways to do this are many but the research, both internationally and locally, shows that some approaches are more successful than others. For example, short courses that are theoretical tend to be less successful than practice-based interventions. While there is a place for short courses, even ones that attend to discrete competencies, it tends to be the case that learning through practice is the best form of intervention. Similarly, any course that delivers theory and information through a face-to-face process of lecture, plus question and answer, is also not necessarily going to create leadership competence.

Experience in training principals during the past ten years within South Africa has shown:

- Most school leaders do not read tomes of literature on school leadership and management.
- Exam assessment only works when the exam is multiple choice or pithy and short.
- Seminars from leading experts in education create interest and are pivotal to learning opportunities for our present day school leaders.
- Discussion groups where reflective practice is the dominant modality tend to lead to change in school practice.
- A support system through mentoring or coaching has a positive effect on school leadership.
- Most importantly peer-group reviews on practice are highly influential in changing teaching and learning practices, and influence the way school leaders operate.

Table 10 summarises a recommended approach for developing competence and shows the essential component parts. The four component parts can be delivered separately but together are a powerful combination for developing a competent and able school leader, who is qualified to and capable of improving the quality of learning in a complex school setting.

<table>
<thead>
<tr>
<th>Component</th>
<th>Delivery</th>
<th>Assessment process</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Theory of educational process and practice in relation to improving the quality of learning in different contexts, including understanding regulations, and statutory directives.</td>
<td>Seminars Courses On Line</td>
<td>Formative and Summative assessment (e.g. exams, assignments)</td>
</tr>
<tr>
<td>2 School Leadership and Management: Professional and pedagogical leadership; Governance, strategy and planning; People, teams, interactions and stakeholders; School systems and operational effectiveness.</td>
<td>Seminars Courses On Line</td>
<td>Formative and Summative assessment (e.g. exams, assignments)</td>
</tr>
</tbody>
</table>
### Component Delivery Assessment process

<table>
<thead>
<tr>
<th>Component</th>
<th>Delivery</th>
<th>Assessment process</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Delivered within a framework of shared values and an understanding of ethical behaviour)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3 Communities of Practice: Self-reflection; Self-organising; Practice-based improvement</td>
<td>District/cluster-based On Line</td>
<td>Observation Practice-based delivery</td>
</tr>
<tr>
<td>4 Mentoring/Coaching District Officials; Retired principals; Select others</td>
<td>One on One</td>
<td>Demonstration of learning in situ</td>
</tr>
</tbody>
</table>

One question that is raised is to what standard, or level of quality, should any developmental course be offered? Within South Africa, SAQA and the NQF set the standards for delivery on accredited courses and it is recommended that the above components are delivered against such standards or, if offered by an HEI, against a qualification where indicators of achievement are stated clearly.

The process of setting quality benchmarks is known as Quality Assurance (QA) and can be simply defined as a system to support performance according to standards. It is a systematic way of establishing and maintaining quality improvement activities as an integral and sustainable part of, in this case, the schooling system.

### 4.2 Conclusion and recommendations

This research set out to research and develop a leadership development framework for school leadership teams (principals, deputies and HoDs) that addresses the specific contextual needs of school leadership teams in Gauteng and in South Africa. In addition, its purpose was to propose a leadership development framework which could be used by MGSLG and the GDE for the purposes of developing leadership in schools.

A comprehensive literature review of global leadership development frameworks provided insight into the types of strategies and policy that are used to define and manage leadership development in other country contexts. All of the leadership frameworks work on the assumption that effective leadership is critical to ensuring effective learning in schools. While there is quite a lot of variation in the frameworks, most apply a combination of knowledge (what leaders need to understand), skills (usually in the form of competencies) and attitudes (in terms of identifiable behaviour) to a particular school context or system. Generic content areas or leadership domains include pedagogical leadership, organisational leadership, shaping the future, accountability, self-mastery and relationship-building. These are defined as standards used to define career paths and promotions routes; identify professional development requirements and qualifications; assess performance and manage career-planning.

A review of South African policy and practice showed that South Africa has focused more on management development than leadership. The range of competencies associated with improving quality and implementing the curriculum are therefore perceived as critical and essential to improving the quality of learning in different school contexts. In addition to pedagogical and professional leadership (getting learning right), the policy and the interviews suggest that competencies associated with building values and ethos,
organisational and operational management, strategy and planning and leading people, teams and communities are critical. Collaborative or distributed leadership is seen as more important than separate and defined functions for principals, deputies and HoDs, although there is agreement that HoDs focus more on curriculum and deputies more on operations.

Finally, a proposed leadership development framework comprising five areas is proposed. These areas are: professional and pedagogic leadership; governance, strategy and planning; people teams and stakeholders; values, ethics and ethos and school systems and operational effectiveness. Frameworks define knowledge, skills and attitudes linked to profiles or proficiency levels. They identify layers of practice (knowledge and understanding; values and commitments; and abilities and competencies) and levels of engagement (novice, able, proficient and excellent).

Leadership development programmes combine a number of strategies on a continuum from pre-service to in-service. A range of types of programmes from continuing professional development to formal qualifications related to career paths and performance outcomes are provided using a wide range of different group and individual learning strategies. South African experience suggests that practice-based and supported learning processes are likely to be most effective in situated leadership development.

In making the decisions with regard to the framework, a substantive discussion on good enough leadership in our contexts should be undertaken. If the leadership framework is to be successful then it needs to set appropriate, situated and contextual standards for achievement. The danger of frameworks is they set goals that are not achievable in different contexts creating a sense of demoralisation for those whose leadership work is so complex and challenging that it does not remotely resemble the generic standards listed in the framework.

Although there is commonality, many of the frameworks have been developed and adapted over time in response to changing education needs in countries and globally. This situatedness of the framework in relation to the country and different school contexts seems to be an important factor in the success of the framework in building the appropriate capacity.

The framework proposed maps the ideal competencies for principals, deputies and HoDs. They are flexible enough to be adapted for different school contexts through a prioritisation process. School leaders would be able to assess their own abilities as novice, able, proficient and excellent in each of these roles. On the basis of this they would be able to define a practice-based development path if the MGSLG and the GDE provide appropriate support.

In conclusion, the research shows that leadership development frameworks are useful tools for development, career-planning and performance monitoring. However, they are strongly defined by the country contexts and need to respond to local needs and challenges. Situated and practice-focused frameworks, aligned to policy and regulatory frameworks, seem to work best. Such frameworks are most likely to work when all
stakeholders recognise their value and agree on the broad requirements. In this regard, frameworks need to be flexible enough to accommodate school-level contextual realities. Related development programmes must be school-focused, blend theory and practice and allow for support through mentors, CoPs and districts.
5. References


Chapman, J.D. 2005. Recruitment, retention and development of school principals. Education Policy Series 2. Paris and Brussels: International Academy of Education (IAE) and the International Institute for Educational Planning (IIEP), UNESCO.


Department of Education (DoE). 2007a. Occupational Specific Dispensation (OSD) for Educators: School Based and Office Based.


5.1 Leadership Frameworks

An Educational Framework for Yukon Principals and Vice Principals.

KIPP School Leadership Programs.
NCSL. Severn Strong Claims about successful school leadership.
NCSL. Leadership development framework.
Ontario School Leadership Framework.
APPENDIX A – INTERVIEWS

The detail of those interviewed is as follows:

<table>
<thead>
<tr>
<th>Name of Interviewee</th>
<th>Organisation</th>
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<tbody>
<tr>
<td>Focus Group</td>
<td>Auckland Park Primary School, primary school focus group</td>
</tr>
<tr>
<td>Focus Group</td>
<td>South African Extraordinary Schools Coalition, community of practice of impact schools focus group</td>
</tr>
<tr>
<td>Focus Group</td>
<td>GIBS, higher education focus group</td>
</tr>
<tr>
<td>Mr David Wylde</td>
<td>Penreach</td>
</tr>
<tr>
<td>Mr Mark Potterton</td>
<td>Holy Family College</td>
</tr>
<tr>
<td>Mrs Anthea Cereseto</td>
<td>Parktown Girls High School</td>
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<tr>
<td>Mr Colin Northmore</td>
<td>Sacred Heart College</td>
</tr>
<tr>
<td>Mr James Ndlebe</td>
<td>Department of Basic Education</td>
</tr>
<tr>
<td>Mr Alan Clarke</td>
<td>Independent Consultant</td>
</tr>
<tr>
<td>Dr Al Witten</td>
<td>NMMU</td>
</tr>
<tr>
<td>Dr Callie Grant</td>
<td>Rhodes University</td>
</tr>
<tr>
<td>Professor Pam Christie</td>
<td>University of Cape Town, School of Education</td>
</tr>
<tr>
<td>Professor Pierre du Plessis</td>
<td>University of Johannesburg (UJ), Soweto Campus</td>
</tr>
<tr>
<td>Dr Lloyd Conley</td>
<td>University of Johannesburg (UJ), Department of Education Leadership and Management</td>
</tr>
<tr>
<td>Professor Rika Joubert</td>
<td>University of Pretoria - Director: Interuniversity Centre for Education Law and Policy (CELP)</td>
</tr>
<tr>
<td>Professor James Stiles</td>
<td>Wits University - School of Education</td>
</tr>
<tr>
<td>Professor Brahm Fleisch</td>
<td>Wits University - School of Education</td>
</tr>
<tr>
<td>Ms Linda Vilakazi</td>
<td>Wits University - Executive School Leadership Programme, School of Education</td>
</tr>
<tr>
<td>Dr Martin Prew</td>
<td>Wits University - Visiting Fellow, School of Education</td>
</tr>
<tr>
<td>Mr Graeme Bloch</td>
<td>Mapumbubgwe Institute for Transformation</td>
</tr>
<tr>
<td>Mr Geoff Schreiner</td>
<td>PSP Africa</td>
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<tr>
<td>Mr Sandile Ncokazi</td>
<td>READ</td>
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<tr>
<td>Ms Ella Mokgalane</td>
<td>South African Council for Educators (SACE)</td>
</tr>
<tr>
<td>Ms Louise van Rhyn</td>
<td>Symphonia</td>
</tr>
<tr>
<td>Mr Virgilio Juvane</td>
<td>Commonwealth Secretariat</td>
</tr>
<tr>
<td>Mr Eric Schollar</td>
<td>Eric Schollar and Associates (ESA)</td>
</tr>
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</table>

Interviewees were asked the following specific questions:

1. Describe your involvement in leadership development in education.
2. What makes a good school leader? What are the attributes and characteristics of a good school leader?
3. What do you think are the central leadership competencies for principal, deputy and HoD? Are there differences between the leadership levels and if so, why?
4. Please prioritise these competencies and state if there are differences for the three leadership levels (with four categories) that have been envisaged by GDE. What do you
think are the top 5 competencies, in order of priority, of effective leadership of a school, specifically refer to HOD, Deputy and Principal?
5. Do these competencies link together in any way?
6. Are you aware of any relevant research on school leader competencies, either locally or internationally, that would inform this research?
7. What do you think is the best way to build the leadership capacity of the three levels of leadership in schools?
8. Who should run these courses and what methodology should be adopted?
9. How should these courses/programmes be evaluated? What criteria would you use to indicate success?
10. What conditions need to be in place to ensure the successful roll out of training and leadership capacity building? Should leaders from a school attend training at the same time?
11. Do you know of any programmes you would recommend as appropriate for school leadership development? Expand
12. Do you know of programmes/courses using technology to support leadership development?
13. How important is IT proficiency for leadership of schools in the 21st Century?
14. Should programmes be benchmarked against local and/or international standards?