Chapter II

CONCEPTUAL OVERVIEW: LEADERSHIP BEHAVIOUR, MANAGEMENT BEHAVIOUR AND QUALITY IN SCHOOLS
educational leaders, the concept of the quality in education and the factors that influence the quality in education in schools are discussed comprehensively.

Based on the concepts of the 'Leadership Behaviour', 'Management Behaviour' and 'Quality in Education' eighteen components (factors) are identified (six in each of the variables) in the present study. The leadership behaviour, management behaviour and quality in education in schools refer to composite scores assigned to the responses to the questionnaires comprising items pertaining to the following components, as given in the suggested schematic model.

![Suggested Schematic Model for Quality in Education](image-url)

- **C1** - Co-ordination
- **C2** - Knowledge
- **C3** - Guidance
- **C4** - Setting Exemplary Models
- **C5** - Identifying and Recognizing
- **C6** - Total Participation
- **C7** - Establishing the System
- **C8** - Supervision
- **C9** - Motivation
- **C10** - Decentralization
- **C11** - Personality Development
- **C12** - Inter-personal Relationship
- **C13** - School Facilities
- **C14** - Care for Pupils
- **C15** - Parent and School Relationship
- **C16** - Methods and Materials
- **C17** - Academic Excellence
- **C18** - Teaching Faculty
CHAPTER II

CONCEPTUAL OVERVIEW: LEADERSHIP BEHAVIOUR, MANAGEMENT BEHAVIOUR AND QUALITY IN EDUCATION IN SCHOOLS

2.0 Introduction

Educational management is a relatively new academic discipline but it has grown strongly in the United Kingdom and in most other English-speaking countries. Now it has been introduced in the Indian field of education too. The widespread shift to self-management has served to enhance the importance of effective leadership within educational institutions and the parallel need for theory and research to establish what constitutes good practice. The interdependence of leadership behaviour and management behaviour and the combined effect of these two behaviours on the quality of education in schools interest the modern researchers impressively and unequivocally.

Changes in educational leadership and administration over the past decade and a half represent a shift from tradition, social science-based approaches to more cognitively based views of the field. In addition, a heightened interest in the connections between the way educational leaders think and their actions has led to expanded emphasis on practice-based knowledge and in-service preparation programs for school leaders. In this chapter the leadership behaviour of the leaders management behaviour of the
2.1 Concepts of Leadership

An understanding of the concept of leadership is of great significance to the educational administration. A duty cannot be done well if the person concerned has no understanding of the significance of what he is performing and its relation to the performance of other people. He should be competent and he must understand the various constraints blocking progress.

This concept has been developed by the Southern States Centre Co-operative Programme in Educational Administration (SSCPEA) at the George Peabody Colleges. It is believed when "an individual exhibits behaviour that enables him to perform a particular administration task in the most desirable manner", he/she is likely to become an effective leader (SSCPEA 1995).

Thus the competency concept emphasizes values of what ought to be. It integrates the three elements-job, know how and theory: where job relates to critical tasks involved in educational administration; 'Know how' to an understanding of the tools and attitudes to perform the critical tasks and theory to furnish guidelines and form work and to secure consistency. (Graff and Street, 1956)

These three factors are very closely interrelated. The job is at the centre but it is to be carried into action. The job of an educational administrator may spread over to a number of operational areas, each area comprising a few elected tasks. Graff and Street (1956) identified eight operational areas viz.
planning, educational finance, school systems of education, institutional administration, staff personnel, curriculum and instruction, student personnel and school building and equipment. Campill et al (1983) considered competency as "the ability to do something—a factor which can be shown to contribute or to be an integral part of effective administrative behaviour".

2.2 Leaders and their Leadership Behaviour

Leaders clearly play an important part in orchestrating many organizational variables which influence individual and group values and provide frameworks for action. A key issue, therefore, concerns the ways in which leadership roles are constructed. One school of thought about the consequences of the changing policy environment on leadership is expressed by the following:

"It is important then to recognize the shift in head teachers’ practices and the redistribution of authority in the school are not simply the result of personal preferences for particular modes of management. Rather they are largely... the product of the reformulation of relations between the centre and the periphery (Power et al; 1997 b; 12-13)."

However, the situation is surely much more complex than this. Certainly environmental factors are likely to be at work, but generalized development in the policy environment is the only one of these. As has been argued elsewhere, both the institution's internal environment and the expectations which
generates, as well as its specific external environment are likely to be significant (Simkins, 1998).

Particular institutional histories, sartorial differences and the social context within which schools are situated are likely to play an important role, as are the personal preferences which have developed as leaders careers have progressed (Ribbins, 1998; Weindling, 1998). The conceptions of leadership which are held by leaders changing as a result of great emphasis are now given to the importance of leadership and of the increasing managerialist emphasis in policy discourse.

The significant environmental factors that would influence the leadership behaviour of the leaders in schools are given below.

a. Place of work.
b. Experience of the individuals. (Heads of schools and teachers).
c. Type of management of the schools.
d. Gender-based leadership.

2.3 Leadership Perspective

There are so many perspectives on leadership that Burns's (1978) comments on charisma apply: "The word has been so overburdened as to collapse under close analysis". There is the 'Science' of leadership (e.g. Fielder, 1967), the 'business' of leadership (e.g. Covey, 1992), the 'psychology' of
leadership (e.g. Hersey and Blanchard, 1992), the 'Sociology of leadership' (e.g. Weber, 1947), 'ancient thoughts' on leadership (Griffith, 1983; Swami Krishnapada, 1996), the 'politics of leadership' (Gergen, 2000) and the 'philosophy of leadership' (e.g. Barnard, 1938; Burns, 1978; Hodgkinson, 1983).

If one wishes to incorporate notions of 'good', 'moral thought/action', in the exercise of leadership then only 'ancient thoughts' and 'philosophy' of leadership groupings can be helpful.

The major premise here is that 'good' is both an end and a means to an end. In the context of human behaviour, a decision making process enables achievement of means and ends; choices exist. The fundamental operative principle in this decision-making process is values, where values are viewed as concepts of the desirable, with a motivating force.

Any analysis of good in a leadership context cannot avoid the issue of facts. These are unavoidable internal stimuli, situation-specific, that determine our course of action'. And it is safe to say that it is easier to let the facts determine the thought, and hence the good.

The major premise here is that humans differ from all other life forms in that they possess the ability, or capacity, to make decisions. The view is that humans can reflect on what their intentions are; not all human activity is
genetically determined (internal environmental influence) not external environmentally determined.

2.4 Management Behaviour of the Educational Leaders

"To think about relationships within a school in business terms is to run the risk that people will be encouraged to behave in ways that are not ethical to certain fundamental educational values. The business analogy tends to encourage a 'them' and 'us' relationship head, senior staff, teachers and students, instead of stressing shared values within an academic community" (Taylor, 1976: 41).

The essence of Taylor's argument is that educational administration neglects educational values and principles to focus on the mechanistic aspects of management; an emphasis on the 'how?' rather than the 'what? 'and the' why?. These arguments were muted in the 1980s but have never gone away and have become significant again in the 1990s. The discipline now stands accused of 'managerialism', a stress on procedures at the expense of educational purpose and values.

The increasing interest in Total Quality Management (West – Burnham, 1992), human resource management (Bush and Middlewood, 1997) and marketing (Gray, 1991) in education are testimony to the view that ideas derived from management adapted for use in education. However, as Baldrige et al (1978) in the United States, and Torrington and Weightman (1989) in
Britain, emphasize, such ideas must be evaluated carefully before being applied to education.

To debate about the most appropriate relationship between general management and that specific to education has been rekindled since 1995 with the Teacher Training Agency’s (TTA’s) clear emphasis on the need to take account of ‘best practice outside education’ in devising professional development programmes for head teachers. This stance is partly driven by political imperatives, satisfying the ideologically driven view that the private sector has much to teach, and little to learn, from education. However it also rests on the valid assumption that management in education should be able to benefit from good practice wherever it occurs. It is not always very clear what constitutes best practice in management outside education. As in education itself, there are different approaches and contending schools of thought.

This issue has returned to the forefront of debate at a time when research on school effectiveness or quality and school improvement (Stoll, 1996) is emphasizing the need for leaders to focus most strongly on the specifically educational topics of learning and teaching rather than the generic tasks of managing staff, finance and external relations. This suggests that schools, rather than industry and commerce, should remain the main focus of management learning for educational leaders.
2.5 Leading Educational Management in Learning Societies

The BEMAS (British Educational Management and Administration Society) Research 2000 Conference (the sixth International Educational Management and Administration Research Conference) Model illustrated below (Figure 2.2) shows the relationship between the participants in the field of educational management and their research role.

Figure 2.2
Research 2000 - The Conference Model
The outer wheel lists the practitioners in educational leadership and management and emphasizes their role as researchers into their own practice while the inner wheel identifies the management activities of evaluation, policymaking and practice. Research both feeds into and responds to evaluation, policy and practice in education.

According to "Research 2000 The Conference Model", research can inform and improve policy and practice in education leadership and management. Education managers can use research to develop and improve their own practice. The relationship among

- Research
- Evaluation
- Policy and
- Practice are examined.

This research creates and strengthens international collaboration besides shaping and influencing the direction of research in educational leadership and management. This also explores the implications of "third way thinking", talking with policy makers and contributing to the future direction of education and its management. The researchers finally become the part of an international research based perspective on educational management and leadership.

2.6 The Concepts of Quality in Education
Productivity – Efficiency

This aspect of an organization's performance has to do with behaviour that reflects the extent to which it is concerned with the quantity or volume of what it produces and the cost of operation.
Quality

This aspect of an organization's performance has to do with behaviour that reflects the extent to which it is concerned with the quality of what it produces.

Cohesion

This aspect of an organization's performance has to do with behaviour that reflects the extent to which it is concerned with staff morale, interpersonal relationships, teamwork and sense of belonging.

Adaptability – Readiness

This aspect of an organization's performance has to do with behaviour that reflects the extent of its ability to readily alter or adapt its structure, programmes, courses etc., in response to changing demands.

Information Management – Communication

This aspect of an organization performance has to do with behaviour that reflects the extent of its ability to distribute timely and accurate information needed by its members to do their jobs.

Growth

This aspect of an organization's performance has to do with behaviour that reflects the extent of its ability to secure external support, acquire resources and increase its capabilities.
Figure 2.3
Quality Dimension

Human Relations Model

TOWARD
HUMAN
COMMITMENT

Community
Moral
Dimension

Means

Ends

Internal
Focus

Means

Ends

TOWARD
CONSOLIDATION
CONTINUITY

Rational Goal Model

Open System Model

TOWARD
EXPANSION
ADAPTATION

Growth -
Resource
Acquisition
Dimension

Means

Ends

External
Focus

Means

Ends

TOWARD
PRODUCTIVITY
EFFICIENCY
Dimension

Planning
Goal Setting
Dimension

Control

Means

Toward
Centralization
Integration

Internal Process Model

QUALITY
DIMENSION

Toward
Decentralization
Integration

Adaptability -
Readiness
Dimension

Means

Flexibility

Means

External
Focus

Toward
competitive
position
of the
overall
system

Intra-
Method,
Control
Dimension
Planning – Goal Setting

This aspect of an organization’s performance has to do with behaviour that reflects the extent of its ability to set goals and objectives and systematically plan for the future.

Human Resource Development:

This aspect of an organization’s performance has to do with behaviour that reflects the extent to which it is responsive to the individual needs of its staff. It also has to do with the extent to which the institution facilitates participation in decision making.

Stability—Control

The aspect of an organization’s performance has to do with behaviour that reflects the extent of its ability to control the flow of work, to direct the behaviour of its members and to maintain the organization’s continuity, particularly under periods of pressure or threat.

2.7 The Factors that Influence the Quality in Education

Leadership Behaviour and Management Behaviour that are discussed already are significantly responsible for the quality of education in any educational institution. Leadership behaviour and Management behaviour do contribute for the quality of education. All the same the quality of their contribution depend upon following factors directly or indirectly. They are
1. Type of school.
2. Area of work.
3. Experience of the Teachers (and) Head Teachers or Principals.
4. Gender of the individuals concerned.

2.8 Type of School

There are various types of schools in India; especially in Tamil Nadu there are three important types of schools. They are

a. Government schools
b. Aided schools
c. Private schools

Government Schools are directly managed by the department of education, by the Government authorities.

Aided Schools are managed either by the group of individuals or the registered trustee or trustees. These managements may belong to religious minorities, linguistic minorities or different associations. But these schools are aided by the Government with the staff grant and maintenance grant.

Private Schools are managed by the individuals or the registered trustee or trustees similar to the aided schools but these schools are not aided by the Government. They levy fees from the students and meet the expenditure that would incur towards the salary of teachers and the maintenance of the schools.

All the Matriculation schools in Tamil Nadu are such private schools.
2.9 Area of Work

The management behaviour and the leadership behaviour that would affect the quality of education in schools depend upon the place of work also. In Tamil Nadu there are three categories in this regard. They are

(I) City Area
(II) Urban Area and
(III) Rural Area

The facilities that are available and the resources that are accessible may differ from one place to another. In case of city like Chennai, schools are more self-sufficient than the schools in urban area and rural area. Similarly there is a vast difference between the lifestyle of the people in cities and that of urban area and rural area. The economic conditions and the environmental factors are significant in assessing the leadership behaviour, management behaviour and the quality in schools.

2.10 Experience of the Teachers and Headmasters/Principals

The leadership behaviour and the management behaviour of the teachers and the Heads of the education institutions may differ from person to person in the light of their experience. This would be reflected in the qualitative performance of the schools. For example there may be difference between the teachers and the head teachers who have served ten years and above and less than ten years. Hence ‘Experience’ also is one of the vital factors of this system.
2.11 Gender

The historically accepted concept of educational administration demands that those in authority positions keep power to themselves and tightly control the workings of the organization. It is an interesting question to ask, then, whether school-based management and its rhetoric of devolved decision making, involvement and commitment of all state holders and a generally more organic rather than mechanic structure, will allow not only women, but principals, both female and male, to better balance their lives. This study cannot and indeed does not attempt to, answer this question. But it does raise the question as the issue of balancing one’s life is becoming of great concern to many organization. Hall (1996) illustrates in her study of six female head teachers in the United Kingdom how a triple focus on gender, culture and power can illuminate our understanding of school leadership. Because management is described in masculine terms, she argues, its very formulation has inherent obstacles in women’s promotion.

However she considered that the concept of school based management was emancipatory for female school leaders as it offered them the chance to develop a new style of school administration unfettered by continuing influence of accepted (male) practice. As in other educational authorities, the dominant discourses undoubtedly impinge upon the careers of all the women who work for educational Queensland.
2.12 School: Quality in Education

Quality in education necessitates strong philosophical underpinnings depicting what is to be achieved through schooling. All these schools are not only high quality in conventional terms, but are qualitatively different from other institutions because of their philosophies that run through the nervous system of the school.

Just as students represent a unique personality and vary from one another, each school has a personality of its own and varies from one another. Looking at every school as a product of industrial line function is fraught with risk. For offering quality in education, each school must optimize on its potential. Every school has certain manifest quality that is known and recognized. Often, the manifest quality is wrongly equated with quality itself. Besides the manifest quality, each school possesses a rich untapped potential quality. The total quality is the function of manifest quality and optimization of potential quality. When a school is engaged in exploring its potentialities (opportunities in the language of SWOT analysis), it can claim to offer quality in education. From a contemporary stand point with strong bonds with the philosophic approach to quality in education, quality in education can be depicted in terms of the product of the system the qualitative attributes of educated ness. Individuals can be placed on taxonomy of educated ness (Mukhopadhyay, 1999).
Informed: The lowest in the hierarchy is being informed either through formal education or through informal processes. Information is bits of facts, figures, concepts, etc. These bits are not necessarily interrelated. Knowledge is in the organized form where information is taken into a meaningful pattern, a configuration. Hence the first purpose of education is informing and processing information into the form of organized knowledge. But this is only the first stage.

Cultured: The second level is the level of being cultural. Culture has metaphysically been described as the light that emits out of a diamond, and not the diamond itself. In humans, culture represents an individual in his or her totality. Hence, it is much more than knowledge. It represents an integrated personality that is well rounded, that emits warmth and human values. It is manifested by the way an individual treats himself or herself, other human beings, animals, plants, places, objects, and the like. It is the totality of the person. For example, a well-dressed person who unhesitatingly liters a railway platform or airport with cigarette butts may be qualified but not necessarily
cultured. Acharya Vinoba Bhave’s concept of Prakriti (Nature), Vikriti (deformity or distortion) and Sankriti (culture) represents this concept very well. The purpose of education is to help the individual develop the Sanskriti.

Emancipation: One level ahead of culture is emancipation where individuals rise above the known artificial boundaries of religion, caste, creed, gender, linguistic and geographic belongs, social mores, cultural traditions and forms, etc. A person born in a particular linguistic group can be proud of his or her language and heritage with equal respect and appreciation for the national heritage and diversity of India. One can simultaneously be a proud Indian and member of the international community. This is basically achieving freedom from the strangleholds of ignorance, intolerance, etc. The purpose of education is to liberate – Sa Vidya Ya Vimuktaye (What liberates is education).

Self-actualization: The last and the final level is self-actualization where emphasis is on achieving the best of the potential already in the individual. We live simultaneously in four planes—physical, mental, intellectual and spiritual. These four stages are not independent of one another. They are integrally linked. Unlike the western tradition, where self-actualization implies optimization of talent (intellectual and creative abilities), emphasis here has to be on holistic development. Swami Vivekananda’s concept of ‘perfection already in man’ is also an indicator towards the same direction. Delors’ commission echoed similar proposition when it mentioned that the humans live
in physical, intellectual, emotional and spiritual planes. Self-actualization will imply achieving the best in all the four planes of life. Thus, quality in education can be indicated by educated ness of the products of the school; being informed at whatever level of excellence I not enough, at best the first step is being educated.

2.13 The Total Quality Schools

The Total Quality Schools (TQS) programme at Washington University is a unique way to improve the effectiveness of the school using the concepts and tools of Total Quality Management. A team of business and social work students will work as consultants with members of the school’s community to identify and address issues for improvement. Working together, solutions are found to help make the school a better place for students to learn and grow.

Quality education is the first priority. A collaboration between the Olin school of Business and George Warren Brown School of social work, TQS provides schools with the management tools to empower teachers, students, parents and staff to identify and to seize opportunities for quality improvement. The issues that are addressed can be as big as improving discipline and reducing absenteeism or as small as re-engineering the lunchroom line. The ultimate goal is the same-to improve the educational process.
The Total Quality Schools programme was started at Washington University in January 1996 and includes the following basic elements.

a. **Training Sessions for School Leaders**

A core group of at least three (including the principal, a teacher and an involved parent) from the selected school will participate in intensive workshops designed to train the people in the concepts of quality management and how to lead a Total Quality Management (TQM) effort at the school. Key topics to be covered during the training sessions include:

* **Focus on the Customer**: turning to the “voice” of the customer and measurement/feedback of results; producing customer delight;

* **Leadership/Empowerment/Governance**: the role of leadership in Total Quality Management; pushing down prerogatives and winning buy-in;

* **Continuous Process Improvement**: identifying priority processes in the schools, gathering data; making fact based decisions; conducting cross-functional team-oriented analysis and improvement;

* **Effecting Cultural Change**: charting the selected school’s culture and then learning to identify and to overcome barriers to cultural change.

* **Implementation**: Steps required for successful implementation of TQS in the selected school.
b. **Student Consulting Teams**

After the initial training is complete, a team of students will be assigned to the selected school. These teams consist of TQM trained MBA and senior undergraduate students in the business school and graduate students in the school of social work. For approximately ten weeks, these students work with the school to identify issues at the school and to facilitate the development and implementation of plans to help the researcher successfully solve them.

c. **Ongoing Support and Training**

Bi-monthly meetings on Saturdays, after school, and in evenings provide the participants with a chance to network with peers from other schools, and learn from others. The participants also continue to be exposed to the necessary tools and techniques to fully integrate quality management into the daily operations of the selected school.

### 2.14 Types of Schools in India and Quality

<table>
<thead>
<tr>
<th>Type of Schools</th>
<th>Quality</th>
<th>Funding</th>
<th>Approximate No. of Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>English medium private schools</td>
<td>Majority having been able to set standards</td>
<td>Total cost of education &amp; through student fees</td>
<td>About 5000</td>
</tr>
<tr>
<td>Centrally sponsored schools Kendriya Vidyalaya Navodaya Vidyalayas, Sainik schools, etc.</td>
<td>Have set standards</td>
<td>Either free or heavily subsidized by Union Government comprehensively covering staff salary, infrastructure, instructional resources, other development released costs, etc.</td>
<td>About 1,700</td>
</tr>
<tr>
<td>Government or government aided schools, Corporation schools, Municipal schools etc.</td>
<td>Enormous variation in quality – large majority offering to or to very poor quality of education</td>
<td>Free or subsidized largely covering salary cost with negligible investment on infrastructure, instructional resources, other items of quality</td>
<td>About 10,5000</td>
</tr>
</tbody>
</table>
It is often construed that quality is the function of per capita expenditure. Here is a belief that quality management has been possible in the private unaided schools because of high cost. Empirical studies, however, indicate comparable per capita institutional cost. In 1990-91, per capita institutional cost in Kendriya Vidyalayas, State Government Schools and Unaided Schools were Rs.904.52, Rs.1019.04 and Rs.747.63 respectively (Aggarwal, 1991). In fact, per capita institutional cost is low in private unaided schools. This brings back Nararatnam’s (1997) thesis that quality education is managed education. A large majority of Indian schools is not offering managed education.

There is an increasing awareness among parents who pay for their wards’ education in private schools about their rights; this is indicated by activism of parents’ forum in development of curriculum framework, litigation on enhancement of fees and school facilities, etc. Recent reports indicate growing demand for education (Bharat Shiksha Kosh, 2001). More than 300 million strong Indian middle class is prepared to buy good quality education. This is indicated by the increase in private cost of education, particularly parent investment on private tuition for coaching of their wards. Writings on the wall are clear that parents will be prepared to pay for good quality education; if state cannot offer this, they will choose alternative means. All these developments and reduction in availability of funds lead to social accountability of education. The TQM concept of customer focus is a mechanism of establishing a functional accountability system in education.
Ever since independence, there has been significant emphasis on human resource development in education. The effort in human resource development in education was stepped up in the post National Policy of Education 1986 period with a number of schemes at all levels for continuous upgradation of teachers, institutional heads as well as field level educational administrators. Increasing devolution of power, coupled with training and development. The effectiveness or outcome of the efforts is a different question. Finally, development of process capabilities have been emphasized by all earlier management methods related to institution building, be it MBO, OD, QC, etc. Thus, various elements of TQM have either been in trial in Indian schools or have relevance and significant potential. TQM offers a systemic approach to institutional development and quality management on a continuing basis. Hence, TQM holds a tremendous potential to draw out Indian schools from the current crisis of quality.

Quality improvement and management in education can be achieved by more than one way. It can be capital-intensive-infrastructure-intensive, technology-intensive and/or human intensive. Many among the administrators believe that quality can be achieved only with high quality infrastructure and high quality technology. However, these are not borne out by evidence. Both infrastructure and technology are instruments at the hands of humans in the system. Hence, both technology intensive and infrastructure intensive approaches to quality management depend upon the human quality and human
intensive approach. In real terms, human efforts in quality improvement and management can be meaningfully catalyzed by infrastructure and technology. The reverse does not work. Within the given infrastructure and technology, human efforts are capable of achieving major break-thoughts. Without timely support of infrastructure and technology, its performance may be stunted. Nevertheless, there is no better alternative to human intensive approach to quality management in education.

Given the fact that human (salary cost) consumes more than 90% of the financial resources, and there is very little additional resource for infrastructure and technology, human intensive approach becomes the only choice for the largest majority of Indian schools. Hence human intensive methodology to quality management is more or less the only choice. A warning, however, is in order at the same breath. Even if some schools can afford both technology and infrastructure, the key to success is in their human component. Total Quality Management with its focus on ‘clients’ and ‘involvement of all’ is essentially a human intensive approach to quality management. The approach is relevant, feasible and applicable in Indian schools.

2.15 Conclusion

Based on the concepts of ‘Leadership Behaviour’, ‘Management Behaviour’ and ‘Quality in Education’, the present study focuses on their importance and inter-dependence in the field of education. The leaders and
managers in the field of education should have had a perfect understanding of these concepts in order to improve the quality of education. Besides the factors that influence the quality of education such as ‘Experience’, ‘Gender’, ‘Type of Management’ and ‘Place of Work’ are also taken into consideration for this study. Similar and relevant researches and studies that have been attempted by the scholars in the field of education are discussed in the next chapter.