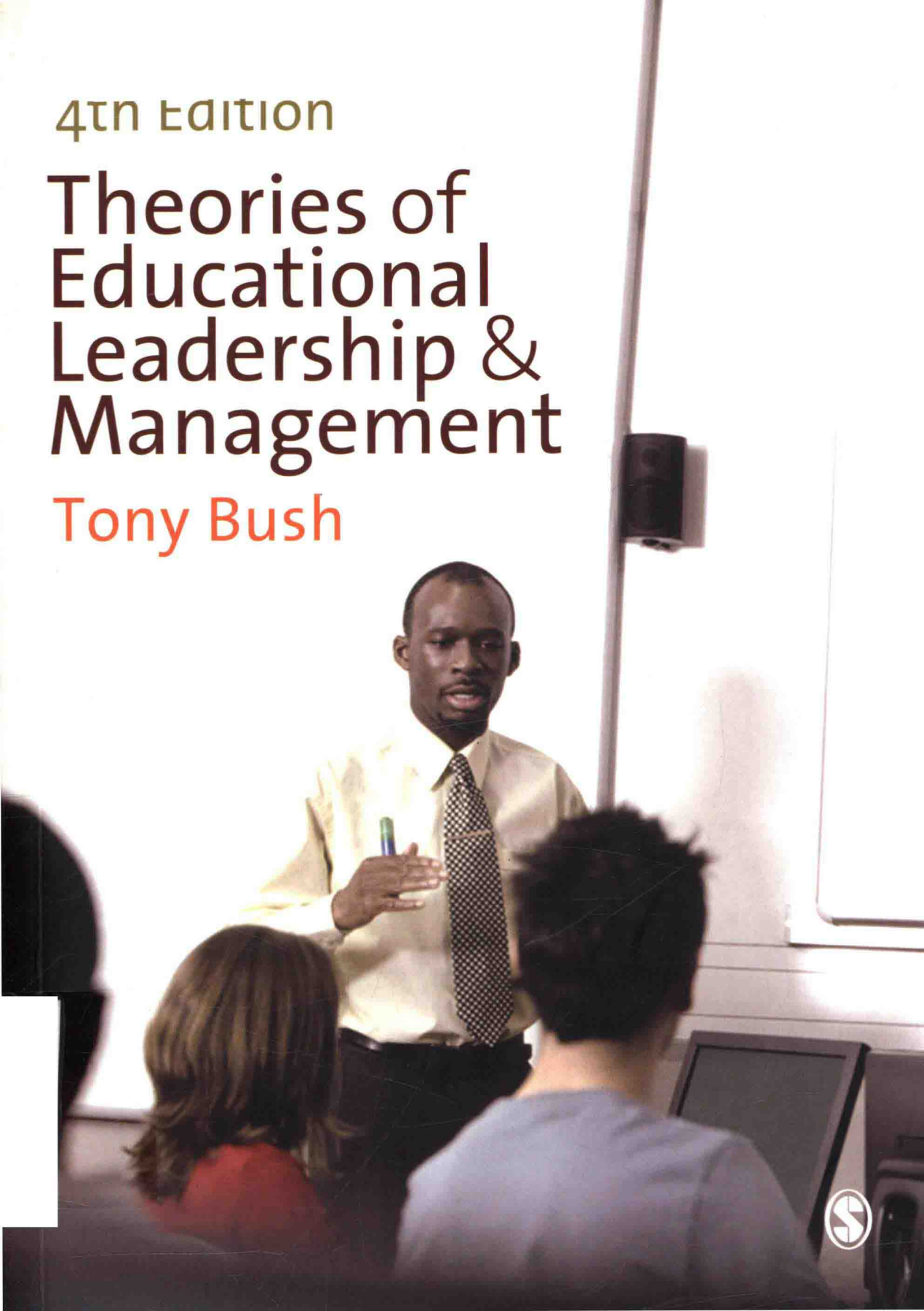
4th Edition

Theories of Educational Leadership & Management

Tony Bush



'At a time when education is about instrumental delivery and can-do enthusiasm for reforms, it is heartening to see that a book about theory and theorising is in its fourth edition. Tony Bush's focus on helping the field to describe and understand practice is helpful and crucial for professional learning and development.'
Professor Helen M. Gunter, University of Manchester

'Much has changed in educational leadership and management since the first edition of this book... Throughout this period, the editions of Tony Bush's book have remained a significant resource for scholars, students and practitioners. This latest edition provides readers with a comprehensive overview of the range of relevant theory and ways of thinking about the interplay of different theories. It is a foundational text for all those interested in how educational leadership and management can be understood and developed.'
Professor Jacky Lumby, University of Southampton

In this established text, Tony Bush presents the major theories of educational management, and links them to contemporary policy and practice. Leadership continues to be one of the major criteria used to differentiate the models but the author also makes clear links between educational management theories and the main models of leadership.

The author applies the models to a range of international contexts, including both developed and developing countries. This relates to global interest in concepts of leadership and management and to an increasing recognition of the need to customise theory and practice to each context and culture rather than adopting a 'one size fits all' approach.

For the fourth edition, the essential conceptual models remain. New case study material has been added from the full range of educational settings, from early years through to further and higher education. Each chapter now includes key words, summaries and end of chapter materials including issues for discussion. Key terms are defined in-text for the non-expert reader and all references and relevant key legislative details have been fully updated.

This book is essential reading for all teachers who aspire to leadership and management positions, as well as for experienced leaders on Masters' level courses, and for those studying school management as part of Education Studies degrees.

Tony Bush is Professor of Educational Leadership at the University of Warwick, and previously held similar posts at the universities of Leicester, Reading and Lincoln. He is also Visiting Professor at the University of the Witwatersrand, Johannesburg.

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Fourth Edition

Tony Bush

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Fourth Edition

Tony Bush is Professor of Educational Leadership at the University of Warwick, and previously held similar posts at the universities of Leicester, Reading and Lincoln. He is also Visiting Professor at the University of the Witwatersrand, Johannesburg. He is a Vice-President of the British Educational Leadership, Management and Administration Society (BELMAS) and was presented with the Society's Distinguished Service Award in 2008. He is also a Board member of the Commonwealth Council for Educational Administration and Management (CCEAM) and was appointed as a CCEAM Fellow in 2008. He has published extensively on several aspects of educational leadership and management, and has been editor of the leading international journal, *Educational Management, Administration and Leadership*, since 2002. His most recent books are *Leading and Managing People in Education* (with David Middlewood), *Leadership and Management Development in Education* and *The Principles of Educational Leadership and Management* (with Les Bell and David Middlewood).

Preface

The significance of effective leadership and management for the successful operation of schools and colleges has been increasingly acknowledged in the twenty-first century. The trend towards self-management in the United Kingdom, and in many other parts of the world, has led to an enhanced appreciation of the importance of managerial competence for educational leaders. More recently, there has been a growing recognition of the differences between leadership and management and an understanding that school principals and senior staff need to be good leaders as well as effective managers. The leadership dimension embraces concepts of vision, values and transformational leadership. Managing capably is an important requirement but leadership is perceived to be even more significant in England, and in some other countries.

The first edition of this book was published in 1986, before the seismic changes to the English and Welsh educational system engendered by the Education Reform Act and subsequent legislation. The second edition, published in 1995, referred to the 'tentative steps' being taken to develop the managerial competence of senior staff, particularly headteachers. The School Management Task Force (SMTF, 1990) had set the agenda for management development in its 1990 report but, unlike many other countries, there was no national programme of management training for heads and very little provision of any kind for deputy heads and middle managers.

By the time the third edition was published in 2003, the English landscape had been transformed by the opening (in November 2000) and subsequent expansion of the National College for School Leadership (NCSL). As this fourth edition is being prepared, it has been renamed as the National College for Leadership of Schools and Children's Services (National College). The College manages the National Professional Qualification for Headship, which is now mandatory for new first time heads. It also offers provision for new heads, deputy

heads, middle-level leaders, senior leadership teams, and directors of children's services. The College also commissions leadership research and external evaluations of its leadership programmes.

The decision to locate responsibility for leadership development in England in a single national agency contrasts sharply with arrangements in most other developed countries. In the United States and Canada, potential principals and assistant principals must complete a Masters degree in educational administration. Similarly, universities are centrally involved in the preparation of school leaders in Australia, Hong Kong, New Zealand, Singapore and South Africa (Bush, 2008). What these countries do have in common with England is an explicit recognition that preparation and development are essential if school leaders are to carry out their onerous responsibilities successfully. Just as teachers need training to be effective in the classroom, so leaders need specific preparation for their specialist roles.

There is now a substantial literature on management practice in educational organizations. Most of these books and journal articles have been written by academics and practitioners in the United States, the United Kingdom and Australia. However, there are still few sources addressing the theoretical foundations of good practice. The aim of this book is to provide conceptual frameworks to guide the practice of educational leaders and managers. The author seeks to present a complex body of theory in clear, straightforward terms and to illustrate the models by reference to examples of leadership and management in educational institutions. In making relevant theory more accessible to practitioners, the intention is to promote both greater understanding of the concepts underpinning effective leadership and management practice, and to develop the capability of senior and middle level leaders in schools and colleges.

In the third edition of the book, I integrated leadership concepts with the management models featured in the two previous editions to provide a comprehensive overview of educational leadership and management theory. For this fourth edition, I have made three major changes.

- To acknowledge the global significance of educational leadership and management by including much more material from a wide range of international settings.
- To update the literature by including many of the major sources published since 2003.
- To scrutinize the material in the previous edition, and to remove some of the less significant sources, while retaining those texts central to theory development in the twentieth century.

Chapter 1 defines educational management and stresses the centrality of aims or goals in guiding managerial practice. It also defines educational leadership and differentiates it from management. The historical development of educational management as a distinct subject is chronicled from its dependence on industrial models in the 1960s to its current status as an established discipline with an evolving specialist literature. The twin concepts of centralization and decentralization in education are discussed, and linked to the emergence of self-managing schools in many countries. The debate on whether education should be regarded as simply a different context for the application of general management principles, or a special case justifying a distinct approach, is also reflected in this chapter. Finally, there is a discussion of instructional leadership and the linked concept of learning-centred leadership.

Chapter 2 considers the relationship between theory and practice. The prospect of a theory/practice divide can be avoided by an appreciation of the relevance of theory. The nature and characteristics of educational management theory are discussed and the chapter also addresses issues of diversity in educational leadership. The six management models are introduced and, in a modified section, 10 leadership models are outlined.

The next six chapters are the heart of the book, each presenting one of the major models of educational management. The six perspectives are analysed in terms of the assumptions made about the goals of educational institutions, the nature of organizational structure, relations with the external environment and the most appropriate modes of leadership. The models are also linked to the 10 leadership theories.

Chapter 3 considers 'formal models', including structural, systems, bureaucratic, rational and hierarchical approaches. The concept of managerial leadership is linked to the formal models.

Chapter 4 outlines the collegial model and applies it to higher education, and to secondary and primary schools. The emphasis on the authority of expertise, the shared values and objectives of professional staff and decision-making based on consensus is noted and subjected to scrutiny. Collegiality is linked to three models of leadership – transformational and participative leadership, and, in a new section, distributed leadership.

Chapter 5 presents political models with their assumptions of conflict between interest groups and decision-making based on the resources of power deployed by the various factions. It also examines the relationship between micropolitics and transactional leadership.

Chapter 6 examines subjective models with their emphasis on indi-

vidual interpretation of events and their rejection of the notions of organizational goals and structure. It assesses the relationship between subjectivity and qualitative research. It also discusses postmodern leadership, which is remarkably similar to subjective models of management, while there is a new section on emotional leadership.

Chapter 7 discusses ambiguity models which stress the unpredictability of organizations, the lack of clarity about goals and the fluid nature of participation in decision-making. These are linked to contingent leadership and its focus on adapting leadership styles to the specific context or event.

Chapter 8 considers the significance of culture for educational leadership and management. The chapter differentiates between societal and organizational culture. This model emphasizes the values and beliefs underpinning culture, and the symbols and rituals used to reinforce it. The chapter also discusses the concept of moral leadership.

Chapter 9 compares the six models and considers their validity for particular types of school or college. It also provides a comparative analysis of the 10 leadership models. The chapter considers several attempts to integrate some of the models and concludes by assessing how to use theory to improve practice.

I am grateful to the many people who have contributed to the development of this volume. Derek Glover and I have worked together for more than 20 years and he has again carried out a thorough review of the leadership and management literature, focusing on sources since 2003. Three generations of secretaries, Helen Knowles, Felicity Murray and Margaret King, provided excellent support for the first three editions, while Chabala Bush has supplied the indexes for this volume. Marianne Lagrange has been the commissioning editor for all four editions and has also been centrally involved in the production of many of my other books. I am grateful to all my academic colleagues, who have influenced my work in so many ways. Finally, I am thankful for the support of all those close to me, especially Graham and Cha.

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CHAPTER 1

The importance of leadership and management for education

What is educational management?

Educational management is a field of study and practice concerned with the operation of educational organizations. There is no single generally accepted definition of the subject because its development has drawn heavily on several more firmly established disciplines, including sociology, political science, economics and general management. Interpretations drawn from different disciplines necessarily emphasize diverse aspects of educational management and these varying approaches are reflected in subsequent chapters of this book.

Bolam (1999: 194) defines educational management as 'an executive function for carrying out agreed policy'. He differentiates management from educational leadership which has 'at its core the responsibility for policy formulation and, where appropriate, organizational transformation' (ibid.: 194). Writing from an Indian perspective, Sapre (2002: 102) states that 'management is a set of activities directed towards efficient and effective utilization of organizational resources in order to achieve organizational goals'.

The present author has argued consistently (Bush, 1986; 1995; 1999; 2003) that educational management should be centrally concerned with the purpose or aims of education. These are the subject of continuing debate and disagreement, but the principle of linking management activities and tasks to the aims and objectives of schools or colleges remains vital. These purposes or goals provide the crucial sense of direction which

should underpin the management of educational institutions. Management is directed at the achievement of certain educational objectives. Unless this link between purpose and management is clear and close, there is a danger of 'managerialism', 'a stress on procedures at the expense of educational purpose and values' (Bush, 1999: 240). Managerialism places the emphasis on managerial efficiency rather than the aims and purposes of education (Newman and Clarke, 1994; Gunter, 1997). 'Management possesses no super-ordinate goals or values of its own. The pursuit of efficiency may be the mission statement of management – but this is efficiency in the achievement of objectives which others define' (Newman and Clarke, 1994: 29).

While the emphasis on educational purpose is important, this does not mean that all aims or targets are appropriate, particularly if they are imposed from outside the school by government or other official bodies. Managing towards the achievement of educational aims is vital but these must be purposes agreed by the school and its community. If managers simply focus on implementing external initiatives, they risk becoming 'managerialist'. In England, the levers of central monitoring and target-setting have been tightened to allow government to manage schools more closely, for example through the National Literacy and Numeracy strategies (Whitty, 2008: 173). Successful internal management requires a clear link between values, aims, strategy and day-to-day activities.

The centrality of aims and purposes for the management of schools and colleges is common to most of the different theoretical approaches to the subject. There is disagreement, though, about three aspects of goal-setting in education:

1. the value of *formal* statements of purpose
2. whether the objectives are those of the organization or those of particular individuals
3. *how* the institution's goals are determined.

Formal aims

The formal aims of schools and colleges are sometimes set at a high level of generality. They usually command substantial support but, because they are often utopian, such objectives provide an inadequate basis for managerial action. A typical aim in a primary or secondary school might focus on the acquisition by each pupil of physical, social, intellectual and moral qualities and skills. This is worthy but it has considerable limitations as a guide to decision-making. More specific purposes often fail to reach the same level of agreement. A proposal to

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